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Reducing School Crime and Student Misbehavior:
A Problem-Solving Strategy

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- Assessing the impact of probation and parole on subsequent criminal behavior
- Enhancing Federal, State, and local cooperation in crime control

James K. Stewart

Director

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ABSTRACT

This report describes the initiatives and related activities undertaken between 1983 and 1985 at 44 schools, by three school districts which participated in a national demonstration program developed to control criminal and disciplinary incidents in schools. The three districts are: Anaheim, California; Rockford, Illinois; and Jacksonville, Florida. The report is divided into five major sections. Section 1 describes the behavior problem generally and provides background on the development of the program. A key element is an information management system designed to track the incidence of misbehavior and crime in schools to identify structural weaknesses and allow a focusing of resources on those weaknesses. Section 2 presents national statistics regarding the nature and extent of school-based crime and student misbehavior and outlines recent trends. It discusses the etiology and characteristics of school crime. Section 3 outlines the steps to be followed in diagnosing and taking action against school crime and misbehavior. Sections 4 and 5 describe more fully the initiatives district and school administrators can take to create a safe and secure learning environment. Five appendices include: (1) a list of resources for further information; (2) a discussion of relevant case law; (3) a sample inter-agency agreement for schools, social service agencies, and law enforcement agencies to sign; (4) a model school policy statement clarifying the relationship between school and law enforcement officials; and (5) an illustrative list of crime categories and subcategories for use in incident reporting. (KH)

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Reducing School Crime and Student Misbehavior:
A Problem-Solving Strategy

by

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with the assistance of
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June 1986

Issues and Practices in Criminal Justice is a publication series of the National Institute of Justice. Designed for the criminal justice professional, each *Issues and Practices* report presents the program options and management issues in a topic area, based on a review of research and evaluation findings, operational experience, and expert opinion in the subject. The intent is to provide criminal justice managers and administrators with the information to make informed choices in planning, implementing and improving programs and practice.

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FOREWORD

Our nation's future achievements depend on each generation's quality of education. Recognition of this fact has made academic excellence an important public concern in America, one now receiving attention at the Federal, state and local community levels.

The challenge of improving teaching and learning in the classroom--the core of educational achievement--is being accepted from coast to coast. School boards, superintendents, state legislatures and school administrators are working together with parents, teachers and students to establish standards of excellence in education.

Essential to achieving that goal is a safe, orderly school environment in which students can learn. Crime and the fear of crime in school is especially intolerable, threatening a healthy atmosphere of motivation and intellectual growth. While educators are fully capable of solving problems of minor misbehavior, crime, fear and victimization on school grounds are much more difficult to resolve. The difference between misbehavior and school crime must be clarified, and efforts must be made to enable educators to detect and manage the crime problems appropriately.

To promote these objectives, the National Institute of Justice has for the past 3 years, served as the lead agency in a partnership with the Office of Juvenile Justice and Delinquency Prevention and the Office of Educational Research and Improvement within the U.S. Department of Education. This joint initiative has developed management tools and techniques that school administrators and teachers can use to control criminal and disciplinary incidents in schools.

Three school districts were selected as demonstration sites for this effort: Anaheim, California; Rockford, Illinois; and, Jacksonville, Florida. This report describes the initiative and related activities undertaken in the 44 participating schools from 1983 to 1985.

The school activities emphasized three areas:

First, information was collected about all incidents occurring in school and violations of school rules were distinguished from violations of law. Second, the schools have created and maintained problem-solving "school action teams," made up of parents, students, certified and

non-certified staff, administrators and security staff. Third, command-level meetings have been instituted between school superintendents and their counterparts within criminal justice agencies--police, courts, prosecution, and probation--to coordinate policies and practices concerning youngsters who commit crimes on school grounds.

No direct Federal funding was provided and local costs were minimal. Participating jurisdictions received technical assistance and training support and, as a result, these communities are now benefiting from:

- Strengthened school board policies;
- Partnerships and cooperation between education, law enforcement and related community services including written agreements to concentrate efforts on specific problem areas; and
- Reductions in specific crime and disciplinary problems.

The results of these efforts are applicable in schools nationwide--urban, suburban, and rural. The lessons learned are particularly useful during this time of continuing fiscal constraint and public expectations of greater professionalism by those who provide essential services such as education and public safety. Meeting these expectations requires that professionals in all fields of community service be receptive to new ideas while maintaining a commitment to traditional techniques of discipline, leadership and management. This report, which describes the cooperative efforts of education and law enforcement professionals, working in partnership to ensure safe, orderly schools, can be a useful guide.

James K. Stewart
Director
National Institute of Justice

PREFACE

The demonstration project on which much of this Issues and Practices report is based is a unique experiment involving interagency cooperation at the highest levels of government. Recognizing that crime, violence and misbehavior in our nation's schools are matters of concern to both educators and the law enforcement community, the U.S. Department of Education and Justice joined together to design and test a cooperative approach to dealing with these problems.

The blueprint for this demonstration project emerged from research sponsored by the National Institute of Justice and was the subject of a special meeting in April 1982. This meeting was attended by the following leaders in the fields of education and criminal justice:

Keith Baker
Office of the Assistant Secretary
Planning, Budget and Evaluation
U.S. Department of Education

Larry Billups
Program Manager
Instruction and Professional Development
National Education Association

Peter D. Ballvelt
Director of School Security
Prince Georges County, Maryland

James Breiling
Center for Studies of Crime and Delinquency
National Institute of Mental Health

Edgar Dews
Director of School Security
Washington, D.C., and
President
National Association of School Security Directors

Peter Freivalds
National Institute of Juvenile Justice
and Delinquency Prevention

Ivan Gluckman
Director for Legal and Legislative Services
National Association of Secondary School Principals

The Honorable Berton V. Kramer
National Council of Juvenile and
Family Court Judges, and
Chief Judge
Juvenile and Domestic Relations District Court
Arlington, Virginia

Oliver Moles
National Institute of Education
U.S. Department of Education

Bishop Robinson
Commissioner of Police
Baltimore, Maryland
International Association of Chiefs of Police
National Organization of Black
Law Enforcement Executives

Thomas Shannon
Executive Director
National School Boards Association
The National Organization on Legal
Problems of Education

Through their deliberations, these advisors played a critical role and helped set the course for the demonstration effort.

This Issues and Practices report describes the problem-solving process adopted by the 44 schools participating in the three demonstration school districts. The report is designed to assist others wishing to improve the safety of their schools and to create an environment that is conducive to teaching and learning. It offers no simple remedies, but rather a carefully developed set of procedures to help school administrators, teachers and others to analyze their problems and implement appropriate corrective actions.

We would like to take this opportunity to thank all the school board members, school administrators, teachers, law enforcement personnel, judges, social service representatives, parents, students and others within the three demonstration sites for their assistance in ensuring the success of the pilot program. Within each of the three participating communities--Anaheim, California; Jacksonville, Florida; and Rockford, Illinois--dozens of individuals participated in making the demonstration project work by serving on school action teams, analyzing incident reporting data, serving on interagency panels, and helping to implement school action plans designed to reduce discipline problems. The tremendous spirit of cooperation evinced by these individuals was heartening and bodes well for America's educational system.

Special thanks go to the following individuals who helped shepherd the project through its critical stages:

Anaheim, California

- Cynthia F. Grennan
  Superintendent, Anaheim Union High School District

- Leroy L. Kellog
  Senior Administrative Assistant and Project Liaison
  Anaheim Union High School District

Jacksonville, Florida

- Herb A. Sang
  Superintendent, Duval County Pubic Schools

- Dr. Mosetta Soskis
  Administrative Assistant to the Superintendent
  Duval County Public Schools

Rockford, Illinois

- Arthur T. Johnson
  Former Superintendent of Schools
  Rockford Board of Education

- Millard Grell
  Superintendent of Schools
  Rockford Board of Education

- George D. Aschenbrenner
  Assistant Superintendent and Project Liaison
  Rockford Board of Education

A special tribute also to the late Don Roberson, former Assistant Superintendent of the Duval County Public Schools and Project Liaison, whose energy, keen intelligence and commitment to youth helped make the demonstration program a reality.

Special acknowledgement is due to Peter D. Blauvelt, President of the National Alliance for Safe Schools and Director of Security for the Prince George's County, Maryland. He has provided innumerable hours of advice and counsel concerning the incident reporting process that underpins the demonstration program described in this report. Also, he has, for years, served as an articulate spokesperson for improved security in our nation's schools.

We would also like to take this opportunity to thank Chuck Tremper of the URSA Institute for his careful documentation of the demonstration program and its accomplishments. Several of his interim evaluation reports contributed to the present document.

Ralph D. Stern was responsible for preparing the discussion of the legal issues surrounding crime, violence and discipline on campus. Mr. Stern is a partner in the law firm of Whitmore, Kay and Stevens and practices school law in California. He is past Chairman of the Council of School Attorneys for the National School Boards Association and past President of the National Organization of Legal Problems of Education.

Within Abt Associates, a number of individuals contributed to the preparation of this report. Jonathan Zax helped write and edit this document, culling through many of the site notes to find interesting examples to spark the discussion. Deborah Whitcomb contributed to the early draft of the report, and Kim Wylie and Monique Sullivan helped proof and edit later versions. Deborah Carrow provided support and feedback throughout the transcript preparation process, particularly in the final stages of bringing the draft to camera-ready form. Finally, Donna English, Mary-Ellen Perry and Richard Thayer were responsible for production of the report. We would like to especially thank Donna and Mary-Ellen for their help in dealing with the many charts and figures that went into this report and their patience during the many rounds of revision that led to this product.

Finally, we would like to express our gratitude to the staff of the U.S. Departments of Education and Justice, without whom the demonstration project and this Issues and Practices report would not have been possible. Donald J. Senese, Assistant Secretary of Education, and James K. Stewart, Director of the National Institute of Justice, had the vision to join forces to initiate the cooperative experiment on which the report rests. Sandra Garcia of the Office of Education, Research and Improvement and Oliver Moles of the National Institute of Education helped oversee the demonstration project on behalf of the Department of Education and provided helpful review of various drafts of this report. Within the National Institute of Justice, Paul Cascarano, Assistant Director, and Louis Mayo, Director of the Training and Testing Division, played an instrumental role in setting up and monitoring the demonstration project. Special thanks to Thomas Albrecht, also of NIJ, who served as Program Manager for the demonstration project and as Program Monitor for this report. He provided assistance and support throughout both the demonstration and documentation phases of this effort.

TABLE OF CONTENTS

	Page
FOREWORD	iii
PREFACE	v
I. INTRODUCTION	1
Nature of the Problem	2
Purpose of this Document	5
Potential Benefits of the Demonstration Approach	7
Organization of this Document	8
II. THE PROBLEM OF CRIME AND MISBEHAVIOR IN THE SCHOOLS	11
Nature and Seriousness of the Problem	11
Characteristics of School Crime	16
Characteristics of Schools, Victims and Offenders	18
Causes of School Crime and Other Forms of Misbehavior	21
III. A STRATEGY TO REDUCE SCHOOL CRIME AND STUDENT MISBEHAVIOR	29
Overview of the Planning Process	29
Roles and Responsibilities	32
IV. DISTRICT INITIATIVES	37
District Level Policy Formulation	37
Program Planning and Technical Assistance	46
Promoting Interagency Cooperation	58

TABLE OF CONTENTS
continued

		Page
V.	SCHOOL INITIATIVES	69
	Analyzing the Problem	70
	Organizing an Action Team	83
	Selecting and Implementing Intervention Strategies	90
	Monitoring and Corrective Action	93

APPENDICES

APPENDIX A:	Additional Resources	95
APPENDIX B:	Legal Issues	97
APPENDIX C:	Sample Interagency Agreement	105
APPENDIX D:	Model Police-School Policy Statement	109
APPENDIX E:	Major Crime Groups and Subcategories	119

EXHIBITS

Exhibit 2-1	Incidence of Various Crimes and Other Forms of Misbehavior	13
Exhibit 2-2	Highlights of Recent Studies	15
Exhibit 2-3	Characteristics of Schools With Greater Risks of Crime	19
Exhibit 2-4	Characteristics of Victims and Offenders	22
Exhibit 3-1	The Local Problem Solving Process: School Crime and Student Misbehavior Project	30
Exhibit 4-1	Glossary of Terms	41
Exhibit 4-2	Illustrative Example of the Use of Incident Reporting Data	49
Exhibit 4-3	Selected Measures Used in the Demonstration Districts	53
Exhibit 4-4	Guidelines for School Administrators to Follow When Responding to a Serious Criminal Act	56
Exhibit 5-1	Subcategories for Major Crime Groups	72
Exhibit 5-2	Incident Report Form	74
Exhibit 5-3	Example Showing Zoning in Part of a School	75

TABLE OF CONTENTS
continued

		Page
Exhibit 5-4	Frequency of Incidents According to Day of Week	77
Exhibit 5-5	Frequency of Incidents According to Month	78
Exhibit 5-6	Example of Completed (abreviated) Security Incident Summaries	79
Exhibit 5-7	Frequency of Incidents by Day, Period, and Zone	81
Exhibit 5-8	Example of Completed Second Data Analysis Form	82
Exhibit 5-9	Example of Victim and Offender Data Sheet	84
Exhibit 5-10	Example of Completed Victim and Offender Data Sheet	85

I. INTRODUCTION

> Involving the school staff, students and community members in planning and implementing change . . . , using information to identify weaknesses and focusing resources on those weaknesses, retraining school staff, making changes to the curriculum and discipline procedures in the school taken together can lead to reductions in school disruption.[1]

Reducing school crime and student misbehavior is a task that concerns all those interested in safe and effective schools. While the initiative for policy change and system- or school-wide implementation must clearly rest with school superintendents, school boards, principals, and teachers, any program that attempts to change students' attitudes and behavior would be incomplete without the participation of the students themselves, their parents, and all other concerned members of the community.

The demonstration program described here is based upon a problem-solving strategy that encourages school personnel and community members to work together to help reduce school crime and student misbehavior. A key element of the program is an information management system designed to track the incidence of misbehavior and crime in schools. The information gained identifies weaknesses in the school disciplinary system and allows a focusing of resources on those weaknesses. This problem-solving strategy can be directed at district-wide concerns, school-based problems, and individual classroom environments. The information might reveal a need for school staff retraining, or suggest a modification of the school curriculum or disciplinary

policy. Wherever the problem-solving process leads, by involving administrators, teachers, students and community members in the planning and implementation stages, school districts can realize a real reduction in school disruption, over and above that garnered by targeting individual offenders.

This document was prepared primarily for school board members, school administrators, principals, teachers, and other members of the school staff. Since the demonstration approach relies heavily on system-wide intervention, it also speaks to law enforcement officials, other representatives of the juvenile justice system, agencies responsible for the health and welfare of our nation's youth, and parents and community members. All have a part to play in analyzing local problems and identifying strategies to change them.

Nature of the Problem

Crime, violence, and disruption in the schools are a matter of concern to students, educators, and the general public. A 1978 National Institute of Education (NIE) study (hereinafter referred to as the Safe School Study) reported that the risk of violence to teenagers is greater in school than anywhere else.[2] For example, two-thirds of all robberies and half of all assaults committed against those aged 12-15 occur at school. Not surprisingly, studies show that many secondary school students (14 to 25%) fear for their personal safety.[3]

For the past ten years, National Education Association polls have shown that teachers are also apprehensive. An estimated 3 percent of the teachers surveyed said that they occasionally worried about students attacking them, while another 25 percent said they felt concerned at least once or twice a semester.[4]

The U.S. Department of Education in 1978 estimated property loss due to school crime at $200 million annually. School administrators must deal not only with the monetary, but also with the social cost of school-based crime and violence. Administrators in many large school districts have felt compelled to establish their own school security offices in an effort to reduce the incidence of crime on campus and the associated costs.

The general public is also aware of and concerned about the problem. The Gallup Poll of the Public's Attitudes Toward the Public Schools, taken annually since 1969, has repeatedly identified lack of discipline as the paramount concern. In recent years, drug abuse has become the second prevailing concern.[5] As in society-at-large, drug abuse on campus increases the incidence of crime and misbehavior in the schools, as many students resort to theft to support their habit and become alienated from their teachers and friends.

Responding to this widespread concern, three federal committees have advocated a nationwide attack on the problem of crime and misbehavior in the schools:

1. The Attorney General's Task Force on Violent Crime, in August of 1981, urged the Attorney General to build a national consensus to pursue vigorous criminal law enforcement in cases of drug abuse, crime, and violence within the schools.[6]

2. The President's Task Force on Victims of Crime, in December of 1982, called for prompt reporting of school-based crimes and providing support and educational services to student victims.[7]

3. The Commission on Excellence in Education, in its 1983 report, pressed for the codification and consistent enforcement of rules for student conduct and the channeling of chronically disruptive students into alternative programs.[8]

A pilot program, designed to demonstrate effective methods for reducing drug abuse, crime, violence, and disciplinary infractions in the public schools, was initiated as a direct outgrowth of the recommendations of the Attorney General's Task Force on Violent Crime. It is cosponsored by the National Institute of Justice (NIJ) and by the Office of Educational Research and Improvement (OERI) within the Department of Education. The National Alliance for Safe Schools (NASS), which has

headquarters in Austin, Texas, is coordinating the program among 44 secondary schools in the three participating districts--Anaheim, California; Jacksonville, Florida; and Rockford, Illinois.

Incident reporting and prevention techniques, tied specifically to incidents identified in schools, are the key tools of the pilot program. These tools are designed to improve the ability of local school officials to address both criminal incidents and disciplinary infractions. Their successful implementation is further dependent upon a community-wide approach involving law enforcement representatives, community youth service providers, school officials, teachers, parents, and students. Cooperation at the federal level is intended to serve as a model for state and local interagency cooperation and a team approach at participating sites.

The Task Force recommendations and the NIJ/OERI demonstration program come during a time of renewed commitment to quality education in America. They acknowledge that students' interactions within the school environment will help shape their relations with peers outside the classroom, with family members, and eventually with employers and other community members.

A school's disciplinary policy also plays a very important part in molding students' respect for and response to authority. Petty offenses committed at school, such as stealing from a school locker or extorting lunch money from classmates, often represent a teenager's first, tentative steps along the path of delinquent behavior. If successful, students may move on to street robbery and other more serious crimes with greater confidence.

Other students also bear the consequences of disruptive behavior. A safe and orderly school environment is a prerequisite for effective teaching and learning. Chaotic and fearful environments are less likely to instill "higher order thinking skills" or prepare students for today's highly competitive job market.

Purpose of this Document

While schools will never be entirely free of disruption, school administrators can achieve an acceptable level of risk and create an environment conducive to learning. The purpose of this document, then, is to:

- describe the causes and correlates of school-based crime and misbehavior, and identify areas in which research suggests change is possible;
- provide a method for administrators to identify local problems--incident reporting;
- show how district officials might stimulate local school planning, encourage interagency cooperation, and provide assistance throughout the planning process;
- draw upon the NIJ/OERI demonstration program to illustrate the use of incident reporting to identify problems, and the creation of local action teams to set priorities and select intervention strategies; and
- identify additional technical resources for those wishing to initiate such a program.

The document underscores the need for school officials and other members of the community to take an active role in ensuring a safe learning environment. It is easy to blame lack of discipline in the schools on the breakup of the nuclear family or on a general breakdown of law and order in society. This, however, obscures the important role administrators can play in creating a safe school environment. NIE's Safe School Study concluded that:

> A firm, fair consistent system for running a school seems to be a key factor in reducing violence. Where the rules are known, and where they are firmly and fairly enforced, less violence occurs. Good coordination between the faculty and administration also promotes a better school atmosphere.

> However, a hostile and authoritarian attitude on the part of the teachers toward the students can result in more vandalism.[9]

This document is premised on the proposition that a positive school climate is achievable, and that district and school officials can initiate efforts toward that end.

A major theme is that creating a positive learning environment can proceed from classifying and profiling the full range of misbehaviors--acts judged unacceptable by the school administration. Such acts include violations of school rules--class cutting and talking back to the teacher--and criminal offenses--acts forbidden by public law. By distinguishing criminal acts from noncriminal acts, school officials can effectively target prevention and control efforts to promote a safe and constructive learning environment.

In addition, effective documentation of a school's disciplinary problems can be a powerful tool for obtaining necessary support from district officials and community leaders. For example, in one demonstration district:

> A secondary school principal felt that her problem centered on the fact that the school's lockers partially obstructed one hallway. The lockers presented both a safety hazard and a likely target for unobserved theft. The school board repeatedly denied her request for funding to relocate the lockers. The incident reporting system which was implemented showed a high concentration of locker thefts and related incidents in that area. The school board promptly approved the necessary expenditure.

Another theme of this document is that the responsibility for creating safer schools does not rest solely with the educators. Other segments of the community have a stake in the quality of education provided by the local schools and the development of responsible and law-abiding citizens. These include law enforcement agencies, the courts, youth organizations, welfare agencies, parents, and the general public. A successful safety program should involve all these sectors.

Finally, it should be noted that each administrator's disciplinary problems are unique, and that there is no single universal solution. The methodology presented here provides a means for diagnosing problems and tailoring remedies to local circumstances. The focus throughout is on organizational change, not the treatment of individual students. Results from a large-scale educational intervention designed to prevent school disruption suggest that resources spent for such an approach are far more cost-effective than comparable resources committed to intensive, high-quality tutoring and counseling of problem students.[10]

Potential Benefits of the Demonstration Approach

The policies and procedures outlined in this document are designed to help school administrators address disciplinary problems. The information-gathering and team-planning processes can also give rise to other explicit and implicit benefits. The administrators from the three test districts have reported all of the following improvements as stemming directly from the demonstration program:

- Reduction in school crime and student misbehavior. The incident reporting system focuses on categories of crime and misbehavior, rather than on individual students, and encourages preventive measures aimed at reducing whole classes of offenses. Such measures have had far greater impact than traditional school responses aimed at identifying and treating individual offenders.

- Improvement of the educational climate. Reducing chronic school-wide problems has had a pervasive positive effect on the overall learning environment, even where the problems identified were relatively minor as in the case of class-cutting or tardiness. Reduction in the number of criminal incidents on campus has also helped to reduce student fears.

- Gains in staff morale. Principals have had greater confidence in addressing the problem of school-based crime and student misbehavior with solid information

on which to base their actions. Involving teams of teachers, students, parents and other staff in the decisions also spreads responsibility for the administrator's actions and builds staff support.

- Improvement in relations with local police departments, juvenile courts and other agencies serving youth. Increased communication among representatives of the various sectors has helped identify areas of common concern as well as current gaps in information and services. It has also resulted in cooperative agreements which help clarify roles and responsibilities and enhance coordination.

- Improvement in community relations. By clarifying school rules and monitoring disciplinary actions, administrators have reduced complaints about uneven or weak enforcement of school disciplinary policy. Publicity surrounding the crime reduction effort has also helped to build public support for the schools.

- Enhancement of board support. The information gained using the program's incident reporting methods has, in some cases, provided hard data to the school board to motivate action and the commitment of needed resources.

In sum, the procedures recommended can aid school officials in gaining a new orientation to old problems and in enlisting community support. The information gained using the suggested incident reporting system is designed to foster a more efficient and effective use of existing resources. In some cases, it may suggest the commitment of additional resources to address identified problems.

Organization of this Document

The following section presents national statistics regarding the nature and extent of school-based crime and student misbehavior and outlines recent trends. It discusses the etiology and characteristics of

school crime, including likely locations, targets, victims, and offenders, and underscores the role school administrators can play in its prevention and control.

The third section outlines the steps to be followed in diagnosing and taking action against the problem of crime and misbehavior in the schools. It also delineates the responsibilities of officials at each level in the education hierarchy: state, district, and individual school.

The fourth and fifth sections describe more fully the initiatives district and school administrators can take to bring about a safe and secure learning environment. Both sections draw heavily on the experience of the demonstration districts to illustrate how the planning process helps assess local needs and identify appropriate intervention strategies.

Appendix A presents a list of resources for those desiring further information or hands-on technical assistance. Appendix B includes a discussion of relevant caselaw. Appendix C provides a sample interagency agreement developed in one of the three demonstration districts, and Appendix D presents a model school policy statement clarifying the relationship between school and law enforcement officials. Finally, Appendix E provides an illustrative list of crime categories and subcategories for use in incident reporting.

FOOTNOTES

1. Gottfredson, Denise C., "Environmental Change Strategies to Prevent School Disruption," paper presented at the American Psychological Association, Toronto, August 24, 1984.

2. U.S. Department of Health, Education and Welfare, Violent Schools--Safe Schools: The Safe School Study Report to Congress, Vol. I (Washington, D.C.: U.S. Government Printing Office, 1978).

3. Wayne, Ivor and Robert J. Rubel, "Student Fear in Secondary Schools," Urban Review (Fall 1982).

4. Sheridan, Alton, Nationwide Teachers Opinion Poll--1982: Highlights (Washington, D.C.: National Education Association, 1982).

5. Gallup, George H., The 14th Annual Gallup Poll of the Public's Attitudes Toward the Public Schools, Phi Delta Kappa (Sept. 1982).

6. Report of the Attorney General's Task Force on Violent Crime (Washington, D.C.: U.S. Government Printing Office, Aug. 1981).

7. Report of the President's Task Force on Victims of Crime (Washington, D.C.: U.S. Government Printing Office, Dec. 1982).

8. Report of the National Commission on Excellence in Education (Washington, D.C.: U.S. Government Printing Office, April 1983).

9. U.S. Department of Health, Education and Welfare, Violent Schools--Safe Schools: The Safe School Study Report to Congress--Executive Summary (Washington, D.C.: U.S. Government Printing Office, 1978).

10. Gottfredson, op. cit.

II. THE PROBLEM OF CRIME AND MISBEHAVIOR IN THE SCHOOLS

Disciplinary problems vary widely from school to school and across different communities. The most serious problems faced by school administrators may range from excessive absenteeism, class-cutting, or verbal abuse of teachers, to attacks on students, drug dealing, and robberies.

This section describes the nature and extent of the problem nationwide; the characteristics of problem schools, victims, and offenders; and some of the factors that appear to contribute to school crime and other forms of misbehavior. This information is intended to help school administrators put their own problems into perspective and to begin the search for local causes and effective countermeasures.

Nature and Seriousness of the Problem

The Safe School Study. The most comprehensive statistics on the nature and seriousness of the crime problem in our nation's schools come from NIE's 1978 Safe School Study. Based on a survey of 4,000 elementary and secondary schools, the study revealed the following:

- While students spent no more than 25 percent of their waking hours year round in school, 40 percent of the robberies and 36 percent of the assaults on urban youth took place in schools. For youths aged 12 to 15, the risks were even higher.

- Approximately 8 percent of the schools in the nation (6,700) had a serious problem of crime, violence, and disruption.

- Secondary schools were more likely to have serious crime problems than were elementary schools.

- One out of every ten schools was broken into in a typical month, a burglarization rate five times that reported by stores.

- The total cost of replacing and repairing school property due to crime was estimated to be in excess of 200 million dollars.[1]

Exhibit 2-1 summarizes some of the other major findings of the NIE study, including the incidence of crimes against students and teachers and other indicators of school-based crime and student misbehavior. Each month, roughly one out of nine students and one out of eight teachers has something of value stolen on school grounds. While robberies and physical attacks are far less frequent, thousands of students and teachers fall victim to these violent crimes in a typical month. Other symptoms of disorder include threats of physical harm, verbal abuse, and drug-related offenses.

The Safe School Study found that the likelihood of a school having a serious crime problem increases with community size. Whereas four to six percent of rural schools surveyed reported a serious problem, 15 percent of the schools in large cities did so. Still, over two-thirds of the seriously affected schools were located in rural and suburban communities, where the vast majority of the nation's schools are situated.

The incidence of school offenses was also greater in the Northeast and in the West than in other regions of the country. Nevertheless, the Safe School Study makes clear that . . .

> While the risks of particular offenses are higher in some locations than in others, school crime is not specifically an urban problem or a Northeastern problem; it is nationwide in scope.[2]

Recent Trends. How much crime and misbehavior is there in the schools today? Is the problem getting worse, or are the disruptions which occurred in the early to mid-1970s a thing of the past? Such questions are difficult to answer, given the dearth of adequate follow-up to the original Safe School Study. Nevertheless, two major national

Exhibit 2-1

INCIDENCE OF VARIOUS CRIMES AND OTHER FORMS OF MISBEHAVIOR

- In a typical month, secondary school students were the victims of a large number of offenses.
  - -- More than 2.4 million (11%) reported something worth more than one dollar stolen.
  - -- About 282,000 (1.3%) reported being attacked, and 4 percent of these required a doctor's attention.
  - -- About 112,000 (1 out of 200) were robbed, although the amount stolen was small and injuries were rare.
- Teachers were also victimized. In a typical month
  - -- 128,000 (12%) had something worth more than one dollar stolen.
  - -- 5,200 (1 out of 200) reported being physically attacked, with 19 percent of these requiring medical attention.
  - -- 6,000 (1 out of 170) were robbed.
- Other symptoms of school-based crime and misbehavior were found.
  - -- About 3 million secondary school students (16%) avoided at least three places at school out of fear. About a half million students (3%) were afraid of school most of the time.
  - -- Another 125,000 secondary school teachers (12%) were threatened with physical harm each month; about the same number reported being reluctant to confront misbehaving students for fear of harm.
  - -- Half the teachers surveyed reported that they experienced verbal abuse in a typical month.
  - -- While it is difficult to obtain good estimates of the actual use of drugs or alcohol at school, secondary students reported that controlled substances were widely available on campus.

Source: The Safe School Study

surveys and a number of recent studies suggest that, while there may have been some reduction in the occurrence of specific types of incidents since the mid-1970s, the overall problem remains a major cause for concern.

The U.S. Department of Justice has collected data on student victims in secondary schools as part of its National Crime Survey since 1973. Analysis of these data reveals that the incidence of crimes against students--notably robberies and thefts--decreased somewhat through 1980.[3] In contrast to the student victimization data, analysis of teacher responses over time reveals an increase in some kinds of school-based crime. Teacher opinion polls conducted by the National Education Association (NEA) since 1972 reported a marked increase in physical attacks between 1978 and 1979 with a slight decline thereafter. Damage to personal property also went up in recent years, while theft from teachers remained constant.[4]

There are a number of other recent sources of information on school-based crime and student misbehavior, as shown in Exhibit 2-2. In general, these studies indicate that the problem of maintaining effective school discipline continues. They also highlight the fact that each school district faces unique problems which may or may not reflect national patterns.

While the volume of incidents reported in these studies suggests a serious problem, most school-based crime, like most crime committed outside school, is non-violent in nature. Students frequently steal from lockers and mark walls and lockers with graffiti. They may occasionally use force to demand money or possessions, or, more rarely, they may attack one another with weapons. It is important to note that criminal acts are far less prevalent on campus than disciplinary infractions. Properly defining these different categories of misbehavior is essential to the development of firm and fair standards of conduct. It is also essential in designing appropriate enforcement policies and procedures. These include delineating the role to be played by law enforcement officials when an incident occurs in school and identifying the range of sanctions applicable to each type of misbehavior.

Finally, the relationship of drug use to other school offenses should not be overlooked. Although no reliable estimates of the extent of drug use on campus currently exist, most school security officers and school

Exhibit 2-2

HIGHLIGHTS OF RECENT STUDIES

- A replication of the Safe School Study conducted in Chicago during the 1979-80 school year revealed substantially fewer assaults, thefts, and robberies against students than the average for large cities in the NIE study.[5]

- In contrast, another large victimization study conducted by the Louisiana Department of Education in 1980-81 revealed an increase in the rate of school crime over the 1976 NIE study findings. Students' reports of theft over $10 and serious assaults were almost twice as frequent, and robbery involving more than $10 was more than 2.5 times as frequent. Teachers also reported substantially higher rates of victimization in all three categories.[6]

- Hawaii's Crime Commission surveyed violence and vandalism in the state's schools during the 1979-80 school year and uncovered widespread reports of student disruption and fear. Two-thirds of the teachers interviewed had their classes disrupted sometimes or often, and half of the teachers were the object of abusive language at least some of the time. In addition, nearly one-third of the students surveyed commented that they often felt fear at school.[7]

- Boston's Safe Schools Commission found that, in 1982-83, three out of 10 students admitted carrying weapons to school. Half of the teachers and almost 40% of the students surveyed were victims of school robbery, assault or larceny. And nearly four out of 10 students were often fearful for their safety in school or reported avoiding certain locations like corridors and restrooms.[8]

- A recent study conducted for the Office of Juvenile Justice and Delinquency Prevention of the U.S. Department of Justice examined illegal activities conducted by junior high school students in seven selected cities and found that:

  -- More than 10% of the students surveyed in four of the cities admitted to having broken school windows.

  -- The proportion who admitted stealing from desks or lockers ranged from 7% to 21% across the communities.

  -- A much higher percentage of students reported being victims of such thefts, the range being roughly 43% to 72% across the communities.

  -- The percent of students reported being physically attacked ranged from 6% to 20%.

  -- As in Hawaii, more than half the teachers in five of the seven cities reported that students verbally abused or swore at them.[9]

administrators recognize the widespread prevalence of both alcohol and drugs on school grounds. According to leading authorities, many of the fights, assaults, and robberies on campus are associated with drug sales. Often unreported, drug trafficking not only leads to other crimes, but also contributes to an atmosphere of fear that can erode the effectiveness of school programs.

Characteristics of School Crime

In addition to estimating the number of incidents by type, researchers have attempted to document other characteristics of school crime, including location within the school, timing of incidents, and use of weapons. Data on such crime factors can both help document the seriousness of the crime problem and suggest specific intervention strategies. Studies have also attempted to assess the extent to which school crimes are reported to the police, since serious underreporting has consequences for both national estimates and local responses to the problem.

Location. There is general agreement that classrooms are the safest places in school, considering the amount of time spent in them. The greatest risks are posed in hallways and on stairs, especially during the between-class rush; restrooms; cafeterias; locker rooms and gyms. The school's parking lot is also avoided by students, presumably because confrontations are apt to occur there.

Timing. The risk of personal violence, personal theft, and disruptive/ damaging acts is highest during regular school hours, and especially during midweek.[10] The risks of breaking and entering, on the other hand, are highest on weekends and, secondarily, during other non-school hours. The incidence of offenses may also vary over the course of the school day. A number of school principals in the NIJ/OERI demonstration program, for example, found that thefts of personal property are highest during the lunchtime break.

Weapons. A relatively small percentage of school offenses involve weapons. A number of studies reveal widespread differences in the frequency and nature of the weapons used, partly due to differences in survey method and partly due to differences in community norms and in school policies and enforcement procedures. Most have found that

knives are far more prevalent than guns on campus, while sticks or bats may also be used in school robberies and assaults.

Reports to Police. Only a small percentage of the incidents which occur on school grounds are ever reported to the police. Even in the case of violent offenses, police reporting is rare:

- Only one out of six attacks involving physical injury is reported to the police.
- Only one out of three attacks in which the victim requires medical attention is reported.[11]

Offenses against the school itself, especially burglaries, are more likely to be brought to the attention of the police, with about one in three burglaries being reported.

According to the American Association of School Administrators (AASA), district and school administrators refrain from notifying the police for several reasons:

- They wish to avoid bad publicity and/or litigation.
- They fear they will be blamed or regarded as ineffective.
- Some offenses are considered too minor to report.
- They prefer to rely on their own security and discipline procedures rather than involve law enforcement officials in school-based problems
- They suspect the police and courts will not cooperate.[12]

Teachers also hesitate to report crimes for many of the same reasons. In addition, they may have trouble identifying offenders or fear retaliation from the perpetrator. Many also hesitate to notify the police because they do not want to stigmatize youthful offenders. Balancing internal security procedures with outside law enforcement involvement is a challenge in any school crime reduction program.

Characteristics of Schools, Victims, and Offenders

Schools. As noted above, secondary schools have a higher incidence of serious crime than do elementary schools, and junior highs have the highest rate of personal violence. Urban areas and certain regions of the country are also more prone to school crime, although no one segment of the country is immune to discipline problems.

The Safe School Study suggested a number of other characteristics of the school and the community which may affect the incidence of crime and other misbehavior on campus. Some of these involve neighborhood factors and the size and composition of the student body as displayed in Exhibit 2-3.

Based on a reanalysis of the NIE data, the term social disorganization was adopted to describe school and neighborhood characteristics associated with a high incidence of student-reported theft.[13] Social disorganization is measured by such school characteristics as a high proportion of students behind grade level in reading, many students from families on welfare, and a high proportion of minority students. Neighborhood characteristics include the concentration of crime, unemployment, poverty, and female-headed households in the community. These characteristics are not easily manipulated by school officials. Unless one were to change a school's physical size or location or alter school assignment patterns, these conditions must be treated as given.

There are, however, a number of other factors related to the incidence of school crime and misbehavior that are subject to intervention. The Safe School study, for example, identified six characteristics of the school environment that are amenable to change:

1. School impersonality. An environment in which teachers cannot establish interpersonal relationships with their students is associated with a higher incidence of crime. In addition to school size, a large student-to-teacher ratio contributes to school impersonality. In such schools, students do not value what their teachers think of them and, in turn, lack guidance and expectations about their behavior.

Exhibit 2-3

CHARACTERISTICS OF SCHOOLS WITH GREATER RISKS OF CRIME

- The larger the school, the greater the chance of student violence, and the higher the property loss due to burglary, theft, vandalism, or arson.
- Schools in neighborhoods with high crime rates tend to have more student violence and greater property losses. Those with fighting gangs in the neighborhood also tend to have more incidents of student violence.
- Schools which are located near students' homes may suffer greater property losses, probably because of their easier access to vandals.
- The presence of non-student youth around the school may also increase the school's risk of property loss.
- Schools having a larger number of students from broken homes and from families lacking firm discipline tend to have more property losses.
- Since males commit more violent offenses than females, the higher the proportion of males in the school, the greater the level of student violence.

Source: The Safe School Study

2. School Disciplinary Policy. Systematic disciplinary policy appears to reduce the incidence of crime. It is characterized by enforcement of school rules and tight control of classroom behavior, firmness on the part of the school principal, and strong coordination between the faculty and school administrators.

3. Arbitrariness and Student Frustration. Higher crime rates are found in schools where students feel that discipline is unfairly administered and where teachers express authoritarian and punitive attitudes about students. Such schools are usually characterized by weak disciplinary policies.

4. The School's Reward Structure. A limited availability and an unfair distribution of rewards tends to foster intense student competition. Students who lose out in such a system may take their aggression out on the source of the problem--the school.

5. Relevance of the curriculum. Student violence appears to be higher in schools where students report that teachers are not teaching what they want to learn.

6. Alienation. Student violence is higher in schools where students are alienated--where they believe that their future depends more on the actions of others or on luck than on their own efforts. Student alienation is sensitive to all of the above characteristics.

Taken together, these results underscore the fact that schools can make a difference. Even in so-called "high risk" schools, effective school governance can reduce the incidence of student crime and other forms of misbehavior.

Victims and Offenders. The characteristics of disruptive youths are well known to all who work with them. Many of these students see themselves as unsuccessful. Most of them lag far behind their classmates in reading and math skills. Many lack emotional support from

their families. Typically, they have few friends at school, and those they do have are much like them.

Other characteristics of victims and offenders, drawn from the Safe School Study, are summarized in Exhibit 2-4. These characteristics tend to be supported by other studies, with one exception. While NIE found most offenders to be about the same age as their victims, other researchers have found evidence that older students prey on younger students, and vice versa.[14] Such differences are probably a function of different methodologies, as well as different crime types being reported.

Causes of School Crime and Other Forms of Misbehavior

There are a number of theories about why crime occurs in the schools. Some view school crime and misbehavior simply as an extension of crime in the rest of society. For example, James Q. Wilson notes:

> . . . much of what is called "crime in the schools" is really crime committed by young persons who happen to be enrolled in a school or who happen to commit the crime on the way to or from school.[15]

According to this viewpoint, school-based crime stems from the same basic causes as delinquent behavior in general. These include sociological factors, such as restricted opportunities available to poor and minority youth, subcultural differences in values and attitudes, and general reactions to depressed environmental conditions. They also include personal/psychological factors, such as damaged personality structures that result in aggressive drives and anti-social behavior or personality disorders resulting from labeling or stereotyping.

One may also view school-based crime as a subset of the overall crime picture, one that is especially amenable to school-based intervention. As noted above, student alienation appears to be associated with the incidence of crime in the school. Alienation is caused by various factors, many of which are under the control of school administrators. The Safe School Study, for example, found that alienation is less prevalent in schools where students believe that they have a say and that they are being prepared for the future, where teachers do not express hostile or authoritarian attitudes, and where the principal is well liked. It is

Exhibit 2-4

CHARACTERISTICS OF VICTIMS AND OFFENDERS

- With the exception of trespassing and breaking and entering, all reported offenses in schools were committed by students currently in the school.
- Most victims (75%) of robberies and attacks in school knew the offender by name.
- The risk of being a victim of robbery or attack generally declined with age. Seventh graders were most likely to be victimized, and 12th graders least likely.
- In three-quarters of the attacks on and robberies of students, the victims were roughly the same age and sex.
- While a majority of the attacks and robberies at school involved victims and offenders of the same race, a substantial proportion of incidents were interracial (42% of the attacks and 46% of the robberies). For minority students, the risk of being victimized was greater in predominantly white schools; for white students, the risk was greater in minority schools.
- The risk of being robbed or attacked was twice as great for male as for female students.

Source: The Safe School Study

also less likely to occur in schools where students report that the rules regarding school behavior are clear, where there is coordination among teachers and principals, and where rewards and punishments are meted out consistently and fairly.

One reason that there is no consensus regarding the causes of school-based crime is that the problem itself is multi-dimensional in nature. Offenses vary in both type and seriousness, and different factors contribute to different incidence patterns. Another reason that differing theories emerge is that the come from many disciplines, each with a different frame of reference.

Marvin et al., for example, identified four models used to describe the causes of violence in the schools and to develop programs to combat it. Each of these reflects a different discipline:

- The moral/legal model views the causes of school violence as of less concern than the controlling of incidents through increased security and the application of traditional law enforcement techniques.

- The disease or public health model would make students less susceptible to violent behavior by means of prevention-oriented education programs.

- The psychological model treats the psycho-social causes of violent behavior. The approach is to counsel students in order to help them understand the function and meaning of their behavior and to help them develop techniques to correct it.

- The sociocultural model blames the environment for school violence. Prevention programs focus on improving the sociocultural environment by modifying physical surroundings, changing the curriculum structure, adjusting the scheduling and grouping of students, and the like.[16]

Even theorists within a single discipline have differing views on the causes of school-based crime and appropriate corrective measures. For example, sociologists have developed at least four different theories regarding delinquency, each of which recognizes the influence of various social institutions on student development:

- Differential association theory maintains that delinquency is learned through association with delinquent youth, or subcultures with deviant values, as students are likely to accept the behavior standards of the deviant peer group. Prevention strategies stress reducing opportunities for associating with delinquent youth and rewarding conventional values.

- Strain theory holds that delinquency is caused by the individual's inability to cope with and achieve within legitimate social institutions. In the school setting, strain is most likely when rewards are structured so that only a limited number of students can achieve them. Prevention strategies are designed to reduce strain by giving all students legitimate opportunities for achieving success.

- Labelling theory views delinquency as an escalating response to negative descriptions of a youth's behavior. Defined as a deviant--e.g., a slow learner--students may adapt to the label. Delinquency prevention strategies are directed toward minimizing labels and encouraging commitment to improved achievement.

- Control theory holds that delinquency results from a lack of strong bonding within the home and the school and from inadequate adult supervision. Without these, there is little internal motivation to conform to traditional norms and little external control. Prevention strategies involve creating positive experiences to motivate conformance with school codes of conduct and increasing student supervision.[17]

Ultimately, the problem of violence and disruption in the schools has many interrelated causes. Within the school, teachers and administrators, the behavior code, the curriculum, and the physical facility can all make a difference in student behavior. Outside the school, parents, peers, and others in the neighborhood can reinforce or inhibit students' tendencies to misbehave on campus.

Because there is no single underlying cause of school-based crime and misbehavior, no simple universal solution exists. The only effective approach to addressing a school's disciplinary problems appears to be to analyze the local situation, specify the desired changes, and select appropriate intervention strategies to achieve them. Furthermore, since school offenses may be influenced by many environmental factors beyond the school itself--in the home, in the neighborhood, and in the society at large, prevention and intervention strategies should enlist all available resources in seeking solutions to the problem.

FOOTNOTES

1. U.S. Department of Health, Education and Welfare, Violent Schools--Safe Schools: The Safe School Study Report to Congress--Executive Summary (Washington, D.C.: U.S. Government Printing Office, 1978). This report includes information from a 1975 companion study conducted by the National Center for Education Statistics (NCES).

2. U.S. Department of Health, Education and Welfare, Violent Schools--Safe Schools: The Safe School Study Report to Congress, Vol. I (Washington, D.C.: U.S. Government Printing Office, 1978), p. 75.

3. Moles, Oliver C., "Trends in Interpersonal Crimes in Schools," Spectrum, Vol. II, No. 4 (Fall, 1984).

4. Ibid.

5. Tromanhauser, Edward, Thomas Corcoran and Anna Marie Lollino, The Chicago Safe School Study (Chicago, Illinois: Center for Urban Education, Chicago Board of Education, 1981).

6. Parker, Jack, B., L. Thomas Winfree, William G. Archambeault, and Suzanne D. Flemming, The Nature and Extent of Delinquency Activity in Louisiana Public Schools (Baton Rouge, Louisiana: Louisiana State University, 1982).

7. Hawaii Crime Commission, Violence and Vandalism in the Public Schools of Hawaii, Vol. I (Honolulu, Hawaii: Hawaii Crime Commission, September, 1980).

8. Boston Safe Schools Commission, Making Our Schools Safer for Learning (Boston: Boston Safe Schools Commission, 1983).

9. Weis, Joseph G. and J. David Hawkins, Prevention of Delinquency (Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1981).

10. McDermott, M. Joan, Criminal Victimization in Urban Schools (Washington, D.C.: U.S. Government Printing Office, 1979).

11. Violent Schools--Safe Schools, op cit, p. 43.

12. American Association of School Administrators, Reporting: Violence, Vandalism and Other Incidents in Schools (Arlington, VA: American Association of School Administrators, 1981).

13. Gottfredson, Gary, D., "Disruption in Six Hundred Schools--The Social Ecology of Personal Victimization in the Nation's Public Schools," (Baltimore, Maryland: Johns Hopkins University, Center for Social Organization of Schools, 1979), and Joffe, Richard D., "Measuring Victimization and the Explanation of School Disruption" (Paper presented at the annual meeting of the American Educational Research Association, Los Angeles, California: April, 1981).

14. McDermott, op cit. McDermott's analysis of the LEAA victimization data revealed that 12-14 year-olds report that those comitting offenses against them are about equally divided between the 12-15 year age group and the 15-17 year age group. However, victims aged 16-19 report that their offenders are predominantly in the younger 15-17 year age group.

15. Wilson, James Q., "Crime in Society and Schools," in Violence in Schools, ed. James M. McPartland and Edward L. McDill (Lexington, MA: Lexington Books, 1977), p. 48.

16. Marvin, Michael et al, "Current Activities in Schools," in Violence in Schools, op cit, p. 63.

17. Adapted from National School Boards Association, Toward Better and Safer Schools (Alexandria, VA: National School Boards Association, 1984), p. 27.

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III. A STRATEGY TO REDUCE SCHOOL CRIME AND STUDENT MISBEHAVIOR

As was exemplified in the preceding section, studies abound documenting the nature and extent of the school crime problem. Theories regarding the causes of school-based crime and student misbehavior also abound, and there is no shortage of intervention strategies designed with these theories in mind. However, it is often difficult to apply such theory directly to model programming. Indeed, in the face of so many competing theories, school officials may hesitate to initiate change without a full analysis of the underlying causes of their problems, an arduous task at best. School officials may also be reluctant to act because of the perceived cost of designing and implementing programs that address the full range of causative factors.

The remainder of this document presents a straightforward, carefully designed approach to reducing school crime and student misbehavior that is currently being implemented in 44 schools in three pilot communities. It is based on the premise that individual school systems and schools face unique discipline problems requiring locally tailored solutions. Thus, reducing crime and misbehavior in the schools requires a rational approach to problem-solving that begins with an analysis of local needs.

Overview of the Planning Process

Exhibit 3-1 provides a schematic picture of the planning process. It begins with a school level needs assessment, which is critical in laying the groundwork for the rest of the planning cycle. The strategy proposed here involves the use of an incident reporting system to track data on the number of criminal incidents and disciplinary infractions occurr-

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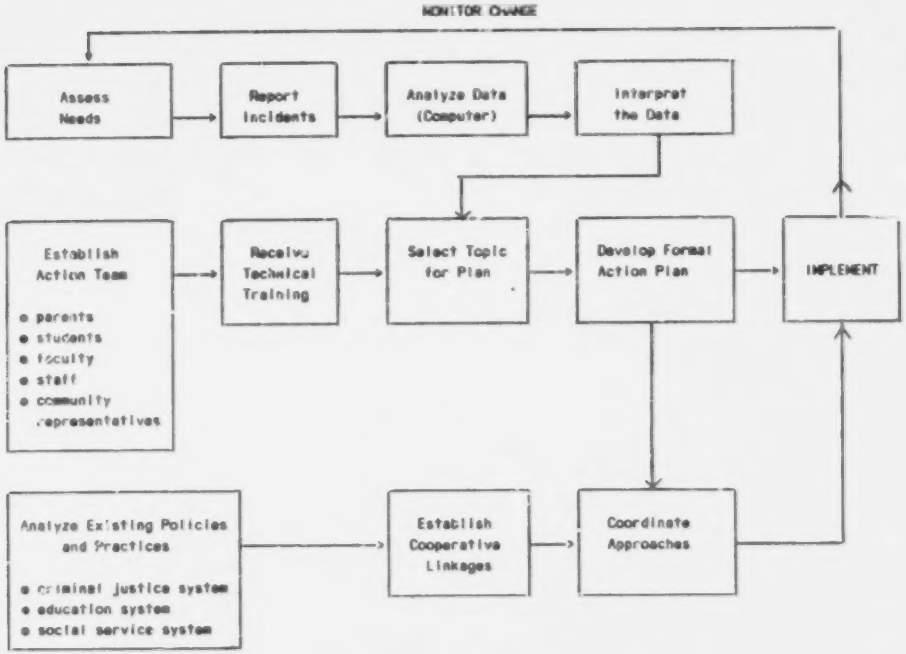
Exhibit 3-1

THE LOCAL PROBLEM-SOLVING PROCESS
SCHOOL CRIME AND STUDENT MISBEHAVIOR PROJECT



ing in a given school over a certain period of time. In addition to recording the number of incidents by type, the system provides information on the location and timing (day of the week, hour of the day) of the incidents and the characteristics of the offenders and victims. The emphasis is on understanding the pattern of crime in the school, so that corrective actions may be geared towards reducing whole classes of problems, not simply identifying and punishing individual offenders.

The incident reporting data has another important function: it can be used to help in selecting a topic for a formal action plan. While this step can be accomplished by district and school officials unilaterally or by "action teams" representing relevant groups within the school or school system (e.g., administrators, faculty, staff, students, parents and community representatives), teams are preferable for two reasons. First, team members bring a variety of perspectives to the decision-making process. Together, they are forced to come to a consensus on priorities, thereby assuring that the most critical problems are addressed promptly. Second, convening an action team early in the planning process sets the stage for the continuing involvement of important sectors of the community in later implementation phases. Building a sense of ownership and responsibility can also enhance the contribution of individuals and groups.

The next step in this process is developing the action plan. The action team must first learn all that it possibly can about the specific characteristics of its targeted problem. It must also identify existing approaches to dealing with the problem, as well as potential school and community-based services. For example, if the problem is truancy, it is important to understand fully current school district and law enforcement policies and procedures for dealing with the truant offender. The local youth welfare agency may also have a role to play in working with students who are chronically truant from school, since such behavior may reflect parental abuse or neglect, or other psycho-social problems warranting agency involvement. Understanding the strengths and weaknesses in the existing system, and establishing cooperative linkages where necessary to fill existing gaps, are key elements in the planning process. Armed with this information, the team can proceed to identify an appropriate intervention.

Implementation of the selected approach requires the full cooperation of all the involved parties as well as a means for monitoring the effectiveness of the strategy. The technique recommended for collecting offense-specific data can be extended to provide feedback after the intervention has been put in place.

Roles and Responsibilities

The planning process described above is aimed at the individual school level. It is important to recognize that schools are not isolated communities, however, and that they do not face the problem of crime-reduction alone. Rather, they form the foundation of a hierarchical structure comprising two additional levels of authority and support: the school district and the state. Each level of this hierarchy has a role to play in controlling school crime and misbehavior.

State education officials can provide guidance and support to those wishing to increase security and maintain better discipline in the schools. Although they cannot be expected to contribute to day-to-day decisions about local school problems, state officials can assist local officials in planning and implementing effective school programs by:

- promulgating statewide policies governing school rule violations, the appropriate sanctions, and compliance procedures;
- encouraging use of data collection and analysis on local crime and misbehavior;
- disseminating information about successful techniques and programs, including ongoing federal and state initiatives;
- providing technical assistance to districts and schools attempting to make the school environment more secure, and encouraging cross-district coordination;
- providing financial assistance to supplement ongoing programs and to stimulate new approaches; and

- entering into interagency cooperative arrangements that can serve as a model for local cooperation.

School boards and district administrators can also play a major role in the creation of a safe learning environment. The most important contribution the board and the superintendent can make is the development of a comprehensive written policy on discipline and control of crime in the schools. District level officials can also play a key role in stimulating school level planning and providing technical assistance to ensure that those plans are effectively carried out.

Another important district level responsibility is the promotion of interagency cooperation to counteract crime and violence in the schools. Ultimately, the success of any such efforts depends in large measure on the support of local law enforcement officials, judges and staff of the juvenile courts, and representatives of the local child welfare agencies. The school's jurisdiction is not all-encompassing; each of the other sectors in the community has a vested interest in helping to prevent and control the incidence of school-based crime.

While state and district policies may lay the groundwork for controlling crime and misbehavior in the schools, the level of success depends heavily upon the actions of those in the individual schools. Several studies suggest that, in fact, the principal is the key figure in assuring a peaceful learning environment. According to the authors of the Safe School Study:

> [F]irm rule enforcement is the result of the behavior of the principal. An efficient principal who commands the respect of his staff and who plans the school disciplinary program carefully can help teachers learn disciplinary techniques, help coordinate their efforts, and provide support when they need it.[1]

Vestermark and Blauvelt likewise identify the principal as "the single most important individual in a school's security program."[2] But, they argue, the principal should not shoulder this responsibility alone. Rather, it should be shared with the professional and administrative staff, i.e. teachers, guidance counselors, and custodial personnel. All have important roles to play in controlling the school's environment, and

it is the principal's job to impress upon the staff how vital their participation will be.

Below, we describe in detail the role that district officials can play in reducing the incidence of crime and misbehavior in the schools. The following section elaborates upon school-level responsibilities and draws upon the experience of the demonstration districts to illustrate how the planning process can help to identify local problems and select suitable responses.

FOOTNOTES

1. U.S. Department of Health, Education and Welfare, Violent Schools--Safe Schools: The Safe School Study Report to Congress, Vol. I (Washington, D.C.: U.S. Government Printing Office, 1978), p. 134.

2. Vestermark, Seymour D. Jr. and Peter D. Blauvelt, Controlling Crime in the School (West Nyack, N.Y.: Parker Publishing Co., Inc., 1978), p. 87.

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IV. DISTRICT INITIATIVES

District administrators can play an important role in reducing crime and misbehavior in the schools. They can serve as enablers and resource providers, stimulating the systematic assessment of school disciplinary problems and providing assistance in correcting them. As noted above, district level functions can be organized into the following categories:

1. Overall policy formulation;

2. Coordination of school-level planning activities and provision of necessary technical and financial assistance; and

3. Promotion of interagency cooperation.

The remainder of this section addresses each of these in turn.

District Level Policy Formulation

The Safe School Study, along with other research on crime and misbehavior in the schools, suggests that firm and fair disciplinary policies, when combined with consistent enforcement procedures, can help reduce the number of incidents that occur. To be most effective, such policies should clearly delineate prohibited acts, appropriate sanctions, and their proper implementation. The responsibility for developing disciplinary policies has traditionally rested with the board of education or the superintendent of schools. Because these policies are so crucial to the safety and well-being of the teachers and students in the district, it would be desirable for district and school administrators,

teachers, parents, students, and community members also to have some input in their formulation.

Before developing or revising a set of rules and regulations, school boards and superintendents may wish to examine carefully the assumptions underlying alternative policy choices. Among the many fundamental questions to be addressed are these:

- What types of incidents should be included in the student code of conduct? Should criminal offenses be differentiated from disciplinary infractions?

- What sanctions should be prescribed for various actions? How can the district ensure that the sanctions are firm, fair, and related to the seriousness of the offense?

- What should be the roles of various members of the school community in enforcing disciplinary policy?

- Are there particular problems that warrant special emphasis in the district's policy statement?

- Who has the final responsibility for maintaining discipline in the school? What are the boundaries between in-school and outside security resources? In particular, what is the role of the local police?

- How should student offenders be apprehended and prosecuted? What steps can be taken to protect students' rights to due process?

Answers to these questions can be woven into the district's statement of purpose and used to guide each of the broad policy choices discussed below.

Definition of activities prohibited on school grounds. The first question to be addressed in establishing or refining district policy is whether or not to distinguish between criminal and non-criminal acts. Many school administrators and teachers are understandably reluctant to

label certain actions as crimes for fear of stigmatizing young offenders as criminals. Defining offenses as crimes also implies notifying the authorities in the case of violations. For a host of reasons discussed earlier, school officials may hesitate to bring law enforcement authorities into what are perceived to be school-based problems.

Yet assault, robbery and drug trafficking are no less serious crimes because they occur on school grounds. Indeed, because the victims are often young and vulnerable, such crimes may be particularly reprehensible when committed on campus. By labeling such offenses as mere disciplinary infractions, school officials miss an opportunity to differentiate between actions that impede teaching and learning and actions that threaten overall school security and contribute to a climate of fear. Furthermore, while it may be appropriate for school staff to handle minor offenses--even some that could be legally defined as crimes--certain incidents may warrant outside intervention. Labeling such offenses as crimes can help assure that they are treated as such.

For these reasons, the three districts participating in the NIJ/OERI demonstration program have chosen to distinguish clearly between criminal and non-criminal acts and to indicate which of these offenses are serious enough to call in law enforcement officials. In making the latter decision, district officials balance their concern for the welfare of the young offender with their concern for the victim, their responsibility to uphold the law, and the need to ensure a safe and positive learning environment for the student body as a whole.

Differentiating disciplinary infractions from criminal violations may prove difficult in practice since school officials have little reason to be familiar with the legal definitions of various offenses. For example, the word "vandalism" has widely disparate meanings for school officials and law enforcement personnel. For school officials, elements of carelessness, thoughtlessness, and maliciousness, as well as acts of theft, burglary, and arson may fall under the purview of vandalism. For police purposes, only malicious property destruction would be considered vandalism. Clearly, some consensus must be reached about terms used to describe acts that violate criminal codes. In the three demonstration districts, school district officials worked with local law enforcement

officials to achieve some uniformity in this area. Sample definitions, which may be used as a frame of reference for discussion, are provided in Exhibit 4-1.

Another issue in determining criminal activity is whether the offender acted with "criminal intent." For example, some "thefts" of student property by students may not really be criminal. A student who "borrows" a school camera without permission, intending to return it, displays poor judgment and should be disciplined by school officials. But the student who intentionally steals the camera with no thought of returning it has committed a crime.

Determining "criminal intent" is particularly important when an offender is learning disabled. These youths may commit what first appear to be criminal acts out of frustration, rather than with the intent to commit a crime. While some judgment is required, it is important to separate potential violations of the law from violations of school rules.

Identification of appropriate sanctions. Once definitions have been developed for each crime and disciplinary infraction, appropriate sanctions need to be identified. In determining the proper punishment, district policies are generally guided by the seriousness of the offense. Guidelines for disciplinary action might also take into account mediating circumstances and the student's history of violations. Such considerations are typically included in judicial sentencing so as to tailor the sanction to the circumstances of the case.

Differentiating between criminal and non-criminal conduct is the first step in classifying such actions according to their level of seriousness. With such a distinction in force, a fight involving several students (e.g., a playground "scrap") would be considered an infraction of the school's discipline code and treated accordingly, while an assault, where an offender intends to inflict bodily harm on a victim, would constitute a criminal violation potentially chargeable in the juvenile justice system. Most crimes are punishable by a range of penalties that varies with the perceived seriousness of the offense. Disciplinary infractions can be similarly rated.

Exhibit 4-1

GLOSSARY OF TERMS*

ARSON: Purposefully setting a fire.

ASSAULT AND BATTERY: Unlawful beating. Any physical force or violence unlawfully applied to a person. This can include jostling, tearing clothes, seizing or striking another.

ASSAULT, VERBAL: Verbal threat to do bodily harm.

BURGLARY (BREAKING AND ENTERING): Unlawful entry into an unoccupied school with the intent of committing a felony, or to steal, or to take and carry away the property of another person. (See: Larceny.)

DRUG USE: Appearing to a "reasonable individual" to be acting as if under the influence of a drug while under school jurisdiction.

DRUG POSSESSION: Possession (in clothing or among personal property) or control (unique knowledge of the location) of drugs that are illegal according to criminal statutes.

DRUG DISTRIBUTION: Transfer of an illegal substance to any other person with or without the exchange of money or other valuables. This category includes possession with the intent to distribute drugs.

FIGHT: (No legal definition.) For school situations, this term means the mutual participation in an altercation.

LARCENY (THEFT): Unlawful taking and carrying away of property belonging to another person (while building is occupied) with the intent to deprive the lawful owner of its use. (See: Burglary.)

ROBBERY: The taking by force or violence, or by putting in fear; to steal and take from a person something of value. (Includes extortion.)

SEX OFFENSE: Includes rape, indecent exposure, sodomy, fornication, and obscene phone calls.

STUDENT DEMONSTRATION: A.) Situational: A spontaneous group act that results from a particular situation within the school or community. B.) Guided: A preplanned disruptive act resulting from careful thought and execution under the leadership of students, community members or others.

TRESPASS: The unlawful entering of the school grounds by persons neither attending nor working at that school. (Includes suspended students.)

VANDALISM: The willful or malicious destruction or defacement of public or private property belonging to another.

WEAPON: An implement that can cause bodily harm. This includes knives, razors, sand clubs, metal knuckles, nunchakes, guns, and so forth.

*NOTE: These definitions are general. Consult local police for specifics.

Determining appropriate sanctions is the next hurdle in defining district policy. While suspension, expulsion, and corporal punishment are widely employed, they may not be the most efficacious sanctions and can raise certain legal issues.

Many school officials value suspension or expulsion as sanctions because they are convenient, easy to administer, require few resources for planning or implementation, and can be applied in a systematic, consistent manner. Furthermore, by removing disruptive students from the classroom, the learning environment can be immediately improved for the remaining students. As a result, more than 1.5 million students miss a day or more of school each year because they have been suspended or expelled.[1] Despite these advantages, there is a growing concern over the use of these measures for disciplinary purposes. The National School Board Association (NSBA) has concluded that:

- Suspended students are often the most in need of direct instruction and frequently regard suspension as a reward.
- Removing students from schools may contribute to delinquency by putting more jobless youth on the streets.
- Suspended students are often labeled as "problem kids."
- Suspension rewards teachers for avoiding classroom responsibilities.
- Suspensions are generally used for minor infractions of school rules rather than for dangerous or violent acts or serious misconduct. Furthermore, minority students are disproportionately suspended or expelled.[2]

If district officials feel that suspension and expulsion are still necessary responses to student misbehavior, they may want to ensure that they are used sparingly, only for major violations of the school code. Furthermore, guidelines for the duration of the suspension and due process procedures should be developed and implemented.

Like suspension and expulsion, the decision to include corporal punishment as part of approved board policy is one best made following considerable discussion and community input. In 1977, the U.S. Supreme Court ruled that the Eighth Amendment bar to cruel and unusual punishment applies only to criminals and does not preclude use of corporal punishment in disciplining public school students.[3] While corporal punishment thus survived this constitutional challenge, attitudes about its effectiveness and appropriateness as a sanction have changed in recent years. Such punishment has little, if any, lasting effect in promoting self-discipline and may serve to teach students that physical force is an appropriate method for dealing with problems.

Corporal punishment in the schools is now banned in several states. Many individual school districts forbid smacking, spanking, slapping, and other forms of corporal punishment. If the school board, with input from community members, finds that such a policy is in keeping with the community's values, the NSBA recommends that the following safeguards be instituted:

> . . . procedures for administering corporal punishment must be clearly defined and reviewed by the school attorney to reflect federal and state laws and court decisions. At a minimum, corporal punishment regulations should include that the punishment will be administered privately and in the presence of an adult witness. Written information regarding the use of corporal punishment should be sent to each parent or guardian to be signed and returned to the school before the punishment is carried out.[4]

Alternatives to suspension, expulsion, and corporal punishment may be found that are in keeping with the board's overall objectives. Other commonly used disciplinary measures include assignment to a special day-long program for disruptive students (in-school suspension), transfer to another regular school, transfer to a special school for disruptive students, and referral to a community mental health agency as a disruptive student. District officials might also encourage the development of nonpunitive programs that include elements of mediation, conflict resolution, and stress management. Such programs focus not only on the offender but also on the victim.

Once the definitions and the sanctions are developed, they should be widely disseminated throughout the school community to ensure an understanding of proscribed behavior and the ensuing punishments. One way to do this is for the superintendent to prepare a formal code of student conduct for distribution to students each year.

Developing minimum standards to be followed in enforcing school policy. School boards and superintendents are also responsible for setting out the procedures to be followed by district and school administrators in enforcing the student code of conduct. Such procedures must conform to federal and state statutes, as well as relevant case law. While case law is always evolving, there is currently considerable precedent that school officials are subject to legal liability if they violate students' civil rights when in school.

The leading case governing school disciplinary actions is Wood v. Strickland which involved the expulsion of some high school students who later claimed that the expulsion violated their constitutional rights.[5] The court, rejecting the school officials' argument that they were immune from liability, ruled:

> .. [I]n the specific context of school discipline, we hold that a school board member is not immune from liability for damages under Section 1983 [of Title 42 of the United States Code] if he knew or reasonably should have known that the action he took within his sphere of official responsibility would violate the constitutional rights of the student affected, or if he took the action with the malicious intention to cause a deprivation of constitutional rights or other injury to the student.[6]

Cases decided since Wood v. Strickland leave little doubt that an action may be brought against school officials for the violation of any constitutionally protected right of a student.

Appendix B briefly summarizes major decisions governing the application of sanctions against students, search and seizure, and custody of contraband. Also discussed are districts' responsibilities for

providing reasonable supervision of students entrusted to their care. Understanding these decisions can help district and school officials avoid violations of students' civil rights and, thereby, possible civil liability.

The courts have generally held that cases involving serious punishment--e.g., suspension for even up to 10 days--require notice and the opportunity for a hearing. Hearings on simple suspensions may be informal, with streamlined evidentiary proceedings. Cases involving potential expulsions, or where prosecution is contemplated, require more rigorous adherence to due process procedures, such as apprising students of their right to counsel and to confront witnesses Standards governing student searches also become more stringent as the intrusiveness of the search intensifies or the potential charges become more serious.

In addition to setting forth various due process procedures for enforcing the student code of conduct, district officials may want to delineate the parameters of police intervention in school incidents. Other topics which might be addressed are the expected contribution of school officials to prosecution of the student offender, rules governing access to school records by the court, and overall coordination with the juvenile justice system. In designing policies dealing with criminal incidents, school boards might consult with criminal justice personnel in their jurisdictions.

Some school officials have voiced concern that punishing a student who commits a crime in school, while at the same time seeking formal prosecution of the offense, violates the Fifth Amendment privilege against double jeopardy. That privilege applies only to criminal proceedings; it does not mean that one cannot be punished both administratively and criminally for the same conduct. Indeed, it is entirely possible for a student to be punished administratively by school authorities for an offense for which he or she is later acquitted following criminal proceedings. Disciplinary measures are typically based on a determination that the student probably committed the offense, whereas criminal conviction requires proof beyond a reasonable doubt.

Delegating Responsibility. The final step in policy formulation involves laying out the roles and responsibilities of the superintendent, school administrators, faculty, and staff in curbing school crime and misbehavior. By carefully delineating various functions, district officials ensure that these responsibilities are clearly understood. District policies can also identify areas left to the discretion of local schools.

At a minimum, district officials may want to encourage each school principal to develop individualized school safety plans to ensure a safe and positive learning environment. The school safety plan lays out steps school personnel intend to take to ensure compliance with overall district policy. District policies can also specify the planning requirements, review and approval procedures, and methods for monitoring these safety plans. The role of parents, students, and community members in formulating such plans might also be defined. The National Alliance for Safe Schools (NASS) has assisted many school districts in evaluating their disciplinary policies.

Program Planning and Technical Assistance

In addition to setting firm and clear policy, district administrators can assist schools in reducing crime and misbehavior by:

- Promoting system-wide incident reporting so that both district and school officials will have available important information for decision-making.

- Assisting local schools in planning by providing training and help in analyzing incident data, mobilizing action teams, setting priorities, and selecting appropriate intervention strategies.

- Increasing the options available to school officials by providing information on existing approaches, offering direct financial assistance, and developing and implementing alternative programs on a system-wide basis.

Centralizing Data Collection and Analysis. Most schools keep accurate and up-to-date information on individual students, including the frequency of referrals to the principal's office and the circumstances surrounding each referral. Such an information system can be labeled an offender-based system, and its major utility is in identifying suitable responses for dealing with individual students who commit a crime on campus or otherwise violate the student code of conduct.

Information on the number of incidents by offense type, timing, and location, can help school officials understand the pattern of crime and misbehavior in their school. Knowing how frequently various incidents take place can be useful in setting priorities for corrective action. Knowing where and when trouble is likely to occur can help target intervention strategies. While information from incident profiling does not automatically suggest appropriate remedies, it enables school officials to take a fresh look at long-standing problems and encourages consideration of corrective measures that focus on entire categories of offenses rather than individual instances of crime or misbehavior. For example, in one demonstration district, administrators were convinced that they had a serious problem with students smoking in restrooms. The incident reporting data, however, indicated that the real problem area was the parking lot, and student supervision was shifted accordingly.

Despite the obvious advantages, most school principals and other school administrators are too busy dealing with day-to-day decisions about local problems to design and introduce an incident profiling system without outside stimulus and support. By requiring such a system, district administrators can ensure not only that such information is collected, but also that it is gathered in a consistent and systematic manner.

Detailed analysis of incidents is of use not only to school administrators but to district officials as well. Information on the number of incidents by type (such as assault, theft, drug sale, or verbal abuse) can be used in developing system-wide techniques and programs to thwart crime and misbehavior in the schools. One district, in examining their incident reporting data on theft, discovered that the incidence of theft went up on days when there were a number of substitute teachers. The substitute teachers had less experience in monitoring the classrooms and less awareness of which students might get into trouble. The district

responded by counseling their substitutes in classroom management and by better regulating the distribution of substitutes across the system. District-wide incidence data can also guide district level decisions regarding allocation of funds to individual schools for security purposes, as illustrated in Exhibit 4.2 (used with the permission of the Office of School Safety, New York City Board of Education).

The following section provides sample forms and procedures for a school-based incident profiling system. This system is currently being implemented in the 44 schools participating in the demonstration program. It should be noted that a large school district need not implement system-wide incident profiling in all its schools simultaneously. One of the three demonstration districts chose to implement the system in about half of its schools on a pilot basis. Phasing in the incident-profiling system has a number of advantages for large school districts. It allows district administrators to concentrate training and monitoring efforts and to provide more technical assistance in analyzing the data and employing the results. It also enables district administrators to target schools with especially large student bodies, known serious problems, or other special needs. Furthermore, if participating principals become committed to the incident reporting system, they may be able to generate enthusiasm for the system among their colleagues and to assist other schools in implementing it.

Technical Assistance in School Planning. While much of the responsibility for ensuring school security lies with individual principals and their staff, district administrators can assist schools to analyze their local incident data, mobilize action teams, set priorities, and select appropriate intervention strategies.

Assistance can be provided on an individual school basis, with district staff providing advice to school principals and assistant principals one at a time, or it can be provided through group workshops. In the demonstration districts, staff of the National Alliance for Safe Schools provided both kinds of assistance to help program participants to identify problems and select appropriate solutions. Based on the demonstration model, technical assistance might be provided through:

Exhibit 4-2

ILLUSTRATIVE EXAMPLE OF THE USE OF INCIDENT REPORTING DATA BY DISTRICT OFFICIALS OF THE NEW YORK CITY BOARD OF EDUCATION

The Office of School Safety conducted a year-end statistical analysis of all incidents reported by schools in the district. The analysis helped administrators prepare an allocation formula for assigning school security personnel and equipment.

Data submitted by a 2,000-student urban vocational high school revealed that the school was experiencing an unusually high number of staff and teacher assaults, unlawful trespassers, and robberies committed at dismissal time. The Office took the following steps to address these problems:

- The school safety supervisor assigned to the area conducted personnel deployment and building security surveys to assess the specific needs and problems of the school. Included in this needs-assessment was a review of the school's safety plan, required of each school by regulation.
- A nine-hour workshop for administrators on building management and security procedures was scheduled for the start of the school year.
- A technical assistance meeting was held which included representatives from the New York Police Department. It led to review and modification of their procedures for patrolling the area surrounding the school in an effort to reduce the robberies at school dismissal time.
- Three additional school guards were trained and assigned to the school. Each candidate successfully completed the Office's 140-hour entry-level basic course for Special patrolmen and New York State Peace Officers. This certification empowers them to arrest while on duty at the school.

- Incident profiling workshops to introduce principals and assistant principals to the district's overall plan for increasing school safety and to train them in the incident profiling system.

- On-site technical assistance to principals and assistant principals in adapting the forms to suit school-specific incidents or circumstances. Changes may also be required in reporting procedures, to make use of in-school computer capabilities, or to maximize use of existing reporting forms.

- Intervention strategies workshops to stimulate thinking about appropriate solutions. By inviting school teams comprised of principals, assistant principals, teachers, counselors, custodians, parents, and students, the workshop can lay the foundation for ongoing team involvement in the management of school-based crime and student misbehavior.

- Interagency workshops to establish interactive linkages and foster greater coordination between the schools, law enforcement agencies, juvenile courts, and other agencies serving troubled youth.

- Ongoing monitoring of incident data on a regular basis to see that the strategies are having the intended effects. Feedback on each school's progress, coupled with advice on fine-tuning the chosen intervention strategy, can help assure that the planning process is ongoing and that school officials are not lulled by early positive results.

Of course, districts themselves may need help in offering such technical assistance. In many instances, administrators may want to call upon expert advice to assist with training, providing on-site technical assistance, or planning and conducting workshops. Appendix A provides a list of resources upon which district officials may call.

Increasing Intervention Options. Once school administrators have identified local problems through the use of the incident reporting system, they must begin to formulate appropriate intervention strategies. District officials can help in three basic ways.

First, they can disseminate information about successful techniques and programs. The options to be explored should be guided by clearly identified problems and priorities. For example, if class-cutting is found to be the major problem in a well-disciplined school district, gathering information on approaches to crime prevention is likely to be unwarranted. Similarly, if vandalism is caused largely by non-students, intervention strategies designed to reduce student alienation will be less effective than strategies aimed at improving building security.

Second, district officials can increase a school's options through direct financial assistance. If a school with a serious crime problem requires an on-site security force or building design modifications, for example, district officials must find the means for financing these options. Based upon the demonstration experience, however, most intervention strategies depend on simple preventive measures and better use of existing staff resources to make the learning environment more secure.

Third, districts can increase options by developing alternative programs that meet the needs of the school system as a whole, such as the introduction of law-related education or the establishment of alternative schools for students with serious behavior problems.

While it is beyond the scope of this document to suggest the full range of programs and techniques that may be introduced at district or school levels, a brief summary of major approaches may provide some guidance. In general, intervention approaches may be grouped under three major headings:

- Specific prevention strategies designed to make it more difficult for crime and misbehavior to occur on campus;
- Control measures aimed at detecting, apprehending, and prosecuting offenders; and

- Organizational changes and educational programs directed toward improving the overall school climate.

At a fundamental level, prevention strategies begin with enhancing the physical security of the building. A new school plan, or major modifications to an existing structure, should be undertaken with an eye for building in "defensible space," so that the normal flow of school and community life brings people into informal, casual surveillance of the school; using "vandal resistant" surfaces that are easily cleaned and hard to shatter; and eliminating low, overhanging roofs. Locating administrative and security offices in a central place is another design feature that allows school officials greater control over building access and prevents crime by making administrative and security personnel highly visible.

In existing schools, security can be enhanced by "target hardening"--installing alarm systems, deploying security personnel, and taking other steps to make crime and misbehavior more difficult to carry out. Target hardening can reduce the number of incidents on campus by making the youthful offender's task more difficult; slowing him or her down, thereby increasing the chances of apprehension; giving warning to school authorities and potential victims of illegal activity; and developing a security-awareness on the part of administrators, teachers, and students.

District officials can disseminate information about simple steps designed to increase building security. Exhibit 4-3 summarizes several preventive steps designed to reduce the likelihood of theft, vandalism, fights/disruption, controlled substance abuse, class cutting and tardiness on campus. Each of these strategies was implemented by one or more schools in the demonstration program in response to diagnosed problems. Most of these measures required few, if any, additional resources. Simple actions such as locking the bicycle compound, installing student hall monitors, and encouraging community members to help with surveillance can enhance school security without incurring extra costs. Other low-cost measures suggested by NASS to reduce theft of school property include: marking equipment with large, easily seen and permanent codes, in addition to invisible hidden markings; conducting inventories of equipment and supplies at least quarterly; storing equipment securely and requiring a sign-out for both keys and equipment; and limiting the sum of money kept in school overnight.

Exhibit 4-3

SELECTED MEASURES USED IN THE DEMONSTRATION DISTRICTS TO PREVENT CRIME AND MISBEHAVIOR IN THE SCHOOLS

Theft / Burglary

1. **Restrict Access and Opportunity**
- shorten the lunch hour
- restrict hall use and close the gym during lunch
- prohibit locker use during class time
- lock the bicycle compound
- coordinate a staggered lunch schedule with restricted access to empty school zones
- control trespassers by using highly visible hall passes

2. **Improve Surveillance**
- install student hall monitors
- shift custodians from night shift to late day shift
- rearrange lockers and install mirrors to eliminate blind spots

3. **Heighten Student Awareness**
- display student-designed posters relating to theft
- publish articles in the student newspaper
- put memos in unlocked lockers and notify parents in the event of continued failure to secure the locker
- mark unlocked lockers with a red "x" or a red lock
- send a newsletter to parents concerning the theft problem
- broadcast a student-developed awareness campaign over the PA system

Vandalism

1. **Instill a Security Presence**
- hire a live-in janitor to monitor nights and weekends
- encourage nighttime use of the building
- improve exterior lighting
- initiate a student security system
- institute a neighborhood watch
- provide for a security patrol during summer months

2. **Correct the Damage**
- eradicate signs of vandalism quickly
- engage a student work detail to clean and paint problem areas
- have responsible party repair any damage and make restitution

3. **Provide Alternative Outlets**
- commission student-painted murals for walls, stairwells and doors
- post graffiti boards in bathrooms

Fights / Assaults

1. **Student Education and Incentives**
- run a crime prevention week featuring speakers from local law enforcement groups
- integrate "law-focus education" into social studies curriculum
- present a fight reduction seminar to examine causes of fights and proper outlets
- mount a teacher/student mutual respect campaign with weekly awards
- serve an "honor breakfast" for students on the honor role
- instill a sense of responsibility through an "accountability campaign"

2. **Encourage Student and Parent Involvement**
- support a student council-run "school spirit week"
- sanction a student-run Judicial Court to resolve fighting incidents
- convene a student-staffed Discipline Committee to identify and counsel fight instigators
- arrange sex-segregated assemblies to air concerns and discuss proper conduct
- organize weekly parents meetings and establish a parent advisory group
- set guidelines for frequent parent contact in disciplinary cases

3. **Continue Teacher Education**
- present a classroom management workshop
- establish standard and specific instructions for staff fight-intervention procedures
- pair teachers to disseminate classroom techniques
- encourage awareness of all fight circumstances so as to differentiate between assault and fighting

4. **Improve Surveillance**
- control access to the campus by non-authorized persons
- increase adult supervision in problem areas
- stagger passing times to decrease unsupervised student contacts
- implement a student photo ID system and a parking sticker system

Exhibit 4-3

SELECTED MEASURES USED IN THE DEMONSTRATION DISTRICTS TO PREVENT CRIME AND MISBEHAVIOR IN THE SCHOOLS (continued)

Controlled Substance Abuse

1. **Encourage Community Awareness**
   - present a panel discussion for families, including a doctor, a former student user and parent, and a private counselor
   - send materials to parents on the recognition signs of substance abuse
   - share the nature of school concern with parents
   - involve neighboring businesses and the community in a "Watch" program
2. **Integrate Drug Awareness into the School Day**
   - offer health classes that present the facts and hazards of smoking and substance use
   - weave chemical abuse units into geography and science curricula
   - sponsor a MADD assembly
   - plan a school-wide "Chemical People" program
3. **Discourage Drug Use and Drug Transactions**
   - restrict campus access for non-students
   - monitor problem areas such as parking lots and bathrooms
   - increase surveillance of known drug transaction areas
   - pursue thorough investigation of abuse incidents
   - remove bathroom doors or lock them open
   - enlist booster club supervision of all nighttime and weekend activities
4. **Provide Trained Personnel**
   - support training of parent volunteers as drug rehabilitation counselors
   - enroll school counseling staff in a Chemical Abuse Prevention Program
   - require intervention training for the principal, assistant principals, counselors, and the PTA president
5. **Develop School-Based Support System**
   - begin a referral program with local drug treatment centers
   - establish a peer group program for students returning from drug rehabilitation programs
   - create a network for the identification and referral of students to outside agencies
   - encourage a school-independent support group to meet with one trusted administrator

Class Cutting and Tardiness

1. **Increase Monitoring**
   - specify restricted guidelines for issuance of hall passes
   - keep a weekly, comprehensive log of pass use
   - use color-coded and/or oversized passes for easy visibility and recognition
   - relocate classes with chronic attendance problems to centralized classrooms
   - establish a "lock-out" policy and sweep the halls for tardy students
2. **Establish an Incentive System**
   - sponsor a homeroom competition with a "special day" prize for the fewest tardies
   - send home perfect attendance letters
   - dispense in-school citizenship awards for good attendance
3. **Codify Sanctions**
   - report tardies and cuts directly to homeroom to invoke the detention process
   - consider a 10-minute tardy a class-cut
   - use in-school suspension for repeat offenders
   - design a graduated plan for action, e.g., a counselor meeting, an administrative hearing, and finally an alternative program for chronic offenders
   - convene a School Attendance Review Board (SARB) from the probation department, counseling staff, an outside counselor, the police department, and the administration to channel the problem
4. **Involve Parents**
   - circulate parent/student contracts on attendance
   - organize a parent-staff "tardy hotline"
   - arrange home visits by the Assistant Principal for student services to establish a more personal contact with the student's environment
   - contract a computerized calling system to contact parents and document their responses
5. **Develop Alternative Programs**
   - implement a Social Thinking and Reasoning (STAR) program to counsel students and enhance self-concept and value clarification
   - recruit "A Team" volunteers to work with students one-on-one and establish on-going family contact to adjust attitudes
   - design a core-curriculum, team-teacher program incorporating a shorter day and flexible time/subject
   - use an extended school day running 1:30-6:00, removing the student from social activity
   - remove the student to an existing alternative educational program

Many of the approaches shown in Exhibit 4-3 are also designed to increase student, teacher, parent, and community awareness about the problem and enlist their support in addressing it. School administrators cannot hope to succeed in reducing crime and misbehavior in the schools without the active support of the entire school community.

District administrators can assist schools with very serious crime problems by providing funding for school security personnel, by recruiting and screening these individuals, and by providing guidelines for their deportment on campus. At a minimum, school security professionals should have demonstrated skill, experience, and interest in applying conventional law enforcement and security methods within an educational setting, and the ability to manage the tensions and conflicts likely to be experienced. Such personnel might serve as a security resource to school principals, provide additional surveillance of the building and grounds, provide investigative services to school administrators, provide a counseling service to students and staff, serve a liaison function with the police and juvenile court, and assist in designing and implementing programs to orient students and staff to school security.

Clearly, no preventive measures, however effective, can entirely stop crimes and disciplinary infractions from occurring on campus. Thus measures must be developed to assure that once an incident has taken place, the offender will be detected, apprehended and, where appropriate, prosecuted.

As part of its technical assistance to the demonstration districts, NASS has prepared a manual for secondary school principals and their staff containing a compendium of information on prevention and control measures keyed to various types of offenses.[7] The manual presents the measures recommended for controlling the offenses most commonly found in the demonstration schools, and also provides guidance in dealing with other serious, fear-inducing crimes such as arson/fires, bomb incidents, extortion/robbery, sex offenses, trespassing, and weapons violations. District administrators may also want to provide guidance regarding the general procedures to be followed by school officials when responding to a serious criminal act. (See Exhibit 4-4.)

Exhibit 4-4

GUIDELINES FOR SCHOOL ADMINISTRATORS TO FOLLOW WHEN RESPONDING TO A SERIOUS CRIMINAL ACT

1. When notified that a serious criminal offense has occurred, respond immediately by going to the scene to find out what happened.

2. If the crime involves a victim, first see that he or she receives medical assistance if it is required.

3. Have an adult notify the police and then the security office, if there is one, of the offense and the need for their immediate response.

4. Secure the crime scene. Touch nothing and allow no one access to the affected areas until the police arrive.

5. While awaiting the arrival of police or security personnel, attempt to locate any witnesses to the offense. If there are any, separate them and place them in a secluded area where they cannot discuss what they observed, as this might influence the statement they give to authorities.

6. If time permits, compile a list of possible suspects.

7. If the victim is a student, notify his or her parents as soon as possible.

8. Keep accurate personal notes of the event, including date and time you were first notified, the person who notified you, the steps you took, what you observed, and the dates and times you notified others.

9. Prepare a short statement for the media which gives the basic facts of the case and the actions taken. The statement should not include the names of witnesses or suspects, should not be speculative in nature, and should be reviewed by the police or security official on the scene prior to dissemination.

10. Develop and implement procedures for ensuring that teachers and students get the actual facts of the incident as quickly as possible.

Source: Blauvelt and Vestermark, Controlling Crime in the School (West Nyack, N.Y.: Parker Publishing Co., Inc. 1978), pp. 125-127.

Improving the school climate is the long-range method for deterring crime and misbehavior in the schools and should be viewed as a complement to specific prevention and control measures. The Safe School Study emphasized that security measures cannot substitute for effective governance. Educators can enhance learning and discipline by structuring school experiences to encourage bonding between students and staff and by giving students the opportunity and skills to succeed at conventional activities. Some of the key prevention strategies recommended by the National School Board Association include:

- Changing instructional methods to enable all students to have positive academic experiences leading to successful adult opportunities. Techniques such as cooperative learning enhance academic achievement and also teach basic interpersonal skills that help students succeed in school and in the community.

- Involving students in the decision-making process to give them a stake in maintaining discipline and academic standards. Projects that promote skill development encourage student involvement in activities and improve student morale and behavior while teaching students how to interact successfully.

- Making curricula relevant to student needs. Developing and strengthening links between schools and community organizations can expand opportunities for work experiences, role models, and mentors. Promoting community education can also develop wider access to services for youth and improve relationships between school and community.

- Providing law-related education classes. Teaching students about the law fosters a sense of social responsibility, a personal commitment to justice and participation in the social order, and imparts critical thinking and decision-making skills.

- Collaborating with family, local, and state agencies in managing the educational process. A unified approach to educational expectations, communication, and problem solving provides stronger reinforcement for conventional behavior and bonding.[8]

The NSBA Guide, Toward Better And Safer Schools, provides a number of promising strategies aimed at improving the quality of life in the school. These include organizational and instructional activities designed to create a positive learning environment, curriculum programs and materials that increase student awareness, and student involvement activities designed to broaden academic and community experience. The measures, acknowledging the role played by parents and community members in fostering social growth, also include activities designed to enhance school-family and school-community relationships. The NSBA Guide includes a list of references and resources for those wishing further information on such programs and techniques.

Promoting Interagency Cooperation

Schools share the responsibility for their students with other agencies serving the youth population, including local law enforcement agencies, the juvenile court, and child and family service agencies. Interagency coordination at the district level can help to promote school safety and enhance student welfare. One way to bring about such coordination is to appoint a formal interagency committee for school safety. The responsibilities of such a committee might include: analyzing data on city-wide trends in school crime, surveying programs and resources for reducing school crime, identifying service gaps and making proposals to enhance interagency coordination.

In one of the demonstration districts, such a district-wide committee was established partially in response to the state's mandate for interagency cooperation. The committee includes representatives from children and family services, mental health agencies, the courts, probation offices, youth services and the schools. The committee facilitates "networking" among all of these state and tax-supported agencies. While not a direct by-product of the demonstration program, the network supports the demonstration goals of teaming and interagency coordination.

The committee meets regularly to serve as a ready forum for dealing with problems that cut across agency lines of authority. Some of the issues addressed thus far include recruiting and training foster parents and providing assistance to pregnant teens and teenage parents. The committee also serves as a case clearinghouse. Previously, agencies would shuttle cases from one to another. Now, the committee accepts referrals from any source, identifies potential service providers, and recommends a treatment program. It also monitors and evaluates all treatment provided, and, when other measures fail, can recommend court intervention. The networking process enables each agency to complement the others without competing for services or grants from state and federal sources.

Another demonstration district entered into a cooperative agreement, involving the school board, the sheriff's office, the state attorney's office and the department of health and rehabilitative services, committing the respective agencies to reducing school and community criminal activity through:

- identifying services available from each agency;
- specifying key personnel to serve as interagency contact persons and resource persons in specific problem areas;
- sharing data where permissable; and
- maintaining an on-going communications network, allowing for more efficient, effective intervention in community problems related to juveniles.

To give force to the agreement, regular monthly meetings are held among personnel from each of the represented agencies, including juvenile judges of the circuit court. Networking at this policy-making level has been replicated at the middle-management level through the establishment of a working committee responsible for resolving difficult interagency operational procedures. The represented agencies also are working at the school level to improve coordination, reduce duplicated

services and promote communication. At this level, the network will consist of the building principal, supervisors of major youth service areas, representatives from the sheriff's office and a contact person in the juvenile division of the state attorney's office.

The cooperative agreement, which is included in Appendix C, was a direct outgrowth of the demonstration project and of related projects spearheaded by the sheriff's and state attorney's offices. Participating agencies cite many benefits, including greater understanding of each others' missions, services, and limitations; improved communications regarding issues and problems of mutual interest; and more timely and effective responses to those in need of assistance. Instead of blaming each other for gaps in information and service, agency representatives now work closely together in developing solutions to identified problems. As one individual commented, "Simply knowing whom to call when you need help is a real plus--before, you could get lost in the bureaucratic morass."

In addition to formal committees and interagency agreements, informal ad hoc committees can be established to promote coordination. In the third demonstration district, school officials initiated a multi-agency planning meeting involving the county department of human services, county juvenile court, local police departments, the city community services department and two local youth organizations. Other agencies and groups, including the district attorney's and public defender's office, the probation department, and the state youth authority will also be included in future meetings. The mission of the ad hoc committee is to:

- improve communication, coordination, and cooperation among youth serving agencies;
- identify gaps and overlaps in services and take appropriate action;
- provide a forum for clarifying perceptions and expectations among agencies and the community regarding services to children and youth;

- set priorities for interagency projects; and

- implement collaborative programs to improve service to the children and youth of the community.

The multi-agency group has targeted problems of school attendance, chemical abuse, child abuse, parenting, youth gangs, chronic truancy, single-parent families, and latch key children. The group also plans to train law enforcement and school officials about each other's role in dealing with youth, initiate legislative efforts to alleviate the juvenile justice system's inability to deal with status offenders, and sponsor a public information campaign about problems and programs. A number of such initiatives are currently underway, and several bilateral agreements/programs have been implemented by the represented agencies.

The following section provides additional examples of cooperative efforts initiated by the demonstration districts. While no single pattern of cooperation will suit all communities, the process of communication and development of joint programs can greatly enhance coordination of services.

Police-School Relations. The problems of schools in the area of school safety overlap with problems in the larger community. Law enforcement agencies and school officials can assist one another in preventing and controlling crime on campus by:

- sharing information on the frequency and proportion of crimes in schools in relation to the same crime types in the community;

- jointly defining offenses and deciding upon the kinds and seriousness of acts that should be addressed cooperatively;

- jointly reviewing policies and procedures for handling students who commit crimes in schools, including guidelines for police entering a school, interviewing students and staff, and making an arrest on school grounds; and

- jointly participating in planning and implementing programs to prevent school crime and student misbehavior.

In developing a cooperative relationship, districts should consider a number of logistical issues, including delegating responsibility for negotiating such arrangements and for resolving problems arising from them, the relative authority of police and school administrators when the police are invited on campus, and the relationships between school district security personnel and police officers. In direct response to this need, the Iowa Department of Public Instruction developed a model school policy statement that clarifies the relationship between school officials and law enforcement officials. The model has since been updated and distributed in the form of a Legal Memorandum by the National Association of Secondary School Principals. An annotated statement appears in Appendix D.

In some school systems, police officers are assigned to schools on a regular basis. For example, in Rockford, Illinois, five officers from the local police department have been assigned to work with the schools full time. Each officer in this police liaison program has one senior high and two junior high schools to assist. Dressed in civilian clothes, the officers spend most of their day on campus, teaching students in civics classes, counseling students, conducting investigations, discussing campus safety with administrators, and arresting offenders when other measures fail. The program is funded jointly by the school district and the police. It has proven beneficial in establishing close relationships between police and school officials in this district and is endorsed by both.

The Rockford police report that an on-campus presence increases their capacity for surveillance and intervention where necessary. It also acquaints them with students in a non-threatening situation which helps promote trust. Students are then more likely to give police warning in the case of expected trouble and to come forward with information once a crime has occurred. In serving both a senior high school and its feeder schools, the officers get to know problem students and their younger siblings. This enables them to intervene early on, before the younger child has an opportunity to follow in his or her older sibling's footsteps.

School officials are also enthusiastic about the program. Since the police are not in uniform, their presence is largely unseen. Yet, they can be called upon for security advice, student instruction in law-related issues, counseling and other services. They can also provide a quick, professional, and clearly delineated response when incidents occur on campus.

Cooperation can be achieved through other mechanisms as well. For example,

- Anaheim has developed a two-hour curriculum for the local police academy on procedures and laws governing police actions on a campus. The curriculum includes explications of the police officer's and the school administrator's role and responsibilities, and a discussion of laws applicable and unique to the school campus. The district also plans supplementary videotapes and other measures for increasing mutual understanding.

- A police department in Anaheim has worked jointly with its local high school to develop a program aimed at curbing the problem of truancy. Recognizing that juveniles not attending school may get involved in illegal activity--daytime burglaries, drug and alcohol abuse, and malicious mischief--police worked with school officials to develop a three-phase program. Phase I involved a public awareness campaign; Phase II involved police surveillance of local teen gathering places and escorting truant students back to school for release to school officials; Phase III will necessitate, for repeat offenders, detainment at the police department. A key element of the truancy enforcement program is notification of parents and enlistment of community support.

- In Jacksonville, the sheriff's office has initiated a project to target crime and misbehavior problems and develop treatment programs. Sponsored by the Office of Juvenile Justice and Delinquency Prevention, the purpose of the project is to identify habitual offenders who

may also be involved with drugs, to arrest such youth when they are subsequently involved in criminal activity, and to provide case enhancement in their prosecution. Cooperation from school officials and social service agencies helps reinforce police efforts in treating such offenders.

Juvenile Justice System-School Relations. Cooperation, coordination and understanding between education and justice system officials can be augmented by agreements between the agencies. Such agreements have been made between the Washington, D.C. schools and their court intake officers, and between the Queens, New York schools and the district attorney's office. They have also been developed in the demonstration districts as discussed above.

Cooperation between school officials and prosecutors can be helpful in two areas: 1) in making the decision to prosecute; and 2) in defining the role school officials are expected to play in carrying out that decision. To enhance such cooperation, prosecutors might wish to:

- discuss with school officials the kinds of cases that will be accepted for prosecution;
- define the alternatives to prosecution for crimes committed on school grounds, encouraging school officials' input into the decisions;
- outline the steps that must be followed in order for the case to proceed to the prosecution phase;
- delineate the role educators are expected to play in pursuing the prosecution of a student, including giving depositions and testifying in court; and
- provide prehearing briefings for education staff (and other school victims/witnesses) to explain cross-examination procedures, courtroom practices, and stalling tactics employed in court cases.

In Jacksonville, the state attorney's office has initiated a Serious Habitual and Violent/Juvenile Offender Program to target those youths who exhibit a repetitive pattern of serious delinquent behavior for more intensive prosecution and correctional intervention. The goal of the program is to reduce the number of offenses committed and to increase citizens' actual and perceived safety in the community. The local child services agency is also committed to develop and initiate treatment programs targeted to this population and to develop intervention strategies for potential habitual offenders. As with other such efforts in the community, the schools are also providing support for this program.

Juvenile judges can also work with school officials to facilitate prosecution and to ensure that student offenders receive the most appropriate disposition given the nature of the offense and the character of the offender. They can explain the court's expectations regarding the use of school records in sentencing and seek educators' input in the sentencing decision.

School officials can help assure that court-imposed sanctions do not impede educational progress by exploring alternatives to full-time schooling for students on parole that can satisfy graduation requirements. They can also develop procedures for determining the academic credits to be awarded to a student for work done at a school within a correctional facility.

Probation officials can enhance cooperation by working with school officials to establish guidelines for providing input into presentencing reports. They can also promote communication by notifying education officials of the court's disposition of the juvenile offender. All too often, students who are sentenced to a correctional facility are allowed to return to school without proper notice and without sufficient regard for their educational progress. At a minimum, probation personnel might consider scheduling prerelease briefings with education officials to update them on the student's academic progress while serving time and to outline the conditions of parole, where appropriate. Closer coordination between the school and the probation department can help

assure that school administrators have an adequate opportunity to prepare for the student's return, and that the student is not doubly penalized by losing his academic standing. Such coordination can also help probation officials carry out both their sentencing responsibilities and follow-up activities more effectively.

Child and Family Services-School Relations. Many students who commit crimes or act out in school are troubled youngsters suffering from severe psycho-social disorders. Others are the product of homes with intense conflict or the victims of parental abuse or neglect. In dealing with such youth, it is extremely helpful for school districts to develop close working relationships with child and family service agencies responsible for the welfare of local youth, local mental health agencies, and community youth organizations.

The specific agencies and community groups will vary from jurisdiction to jurisdiction. Services that such organizations may provide include:

- assistance to youth and their families in cases of suspected child abuse, neglect or molestation;
- programs dealing with chemical or alcohol abuse;
- psychological evaluation of troubled youth;
- counseling of youth and their families;
- social services for families in need of food, shelter or other human services;
- day-care services and supervised after-school programs for children of working parents; and
- general recreational activities.

Areas of cooperation might include:

- information sharing between school and agency officials;

- procedures for referral;
- diagnostic and treatment services available through the agencies;
- guidelines for determining the appropriate intervention; and
- follow-up procedures.

When serious crimes are involved, close coordination between the schools, the courts, and the service agencies may be necessary to ensure that the appropriate disposition is made in the case and that the victims and witnesses, as well as the offenders, receive proper treatment. A recent case in one of the demonstration districts underscores the need for such coordination. In this instance, one student witnessed another youth killed in his yard. While the crime itself was a police matter, school officials immediately called upon the local child welfare agency to help deal with the witness' trauma. Similar interagency cooperation is taken when a child is beaten up or a parent threatened. Child and family service agencies can be particularly helpful when offenses stem from serious family problems. Such agencies can offer family-related help, including food stamps, medical aid, and counseling.

FOOTNOTES

1. National School Boards Association, Toward Better and Safer Schools (Alexandria, VA: National School Boards Association, 1984), p. 18.

2. Ibid., p. 18. Note that much of the evidence regarding the inefficacy of suspension is drawn from a 1975 study conducted by the Children's Defense Fund (see NSBA p. 20 for complete reference).

3. Ingraham v. Wright, 430 U.S. 651 (1977).

4. Huge, Jim in "Updating School Board Policies" (Alexandria, VA. National School Boards Association, September 1982).

5. Wood v. Strickland, 20 U.S. 308 (1975).

6. Ibid.

7. National Alliance for Safe Schools, "Manual on School Crime and Student Misbehavior: Analysis for Effective Action," Washington, D.C., 1984.

8. Toward Better and Safer Schools, op. cit.

V. SCHOOL INITIATIVES

> A school was plagued by an outbreak of vandalism. The school's principal, acting on what he had read to be a cause of such problems, modified the academic curriculum in an effort to make it more relevant. He was disappointed to discover that this action failed to reduce the unwanted incidents. Later, he more carefully analyzed his vandalism cases and found that most perpetrators were not even enrolled in his school. Better lighting, increased surveillance by police, and use of the school for night-time meetings helped curb the incidents.

This hypothetical example highlights several common problems that characterize many efforts to address school-based crime and student misbehavior. First, in the face of a sudden and serious crime problem, the principal was forced to take immediate action without a systematic analysis of the problem he was facing. Second, he selected a long-term prevention strategy, where short-term measures were called for. Better knowledge of alternative strategies, including effective control measures, might have aided his selection. Finally, he did not enlist the aid of others in the school or community to help in problem-solving. School staff, students, and community members might have helped identify the perpetrators; law enforcement representatives might have suggested appropriate deterrence measures at the outset.

This section details key activities schools can undertake to reduce crime and misbehavior: analyze the problem, organize an action team, select and implement an appropriate intervention strategy, and monitor the results. These simple steps have been used in the 44 demonstration schools to identify and correct a wide range of problems.

Analyzing the Problem

The primary purpose of gathering and analyzing information on criminal and disruptive incidents in the school is to guide the selection of appropriate corrective measures. There are three elements of an incident reporting system:

1) Defining the incidents to be recorded;

2) Developing forms and files to record the incidents; and

3) Collecting and analyzing the information.

Defining the Incidents to be Recorded. A precise definition of an incident can lead to the appropriate response. For example, if property is being removed from a building after the school has been formally closed for the night or weekend, the problem may be defined as burglary. On the other hand, if property is being removed from a building during school hours, the problem is one of employee or student theft. An appropriate method for dealing with burglary might be to install a burglar alarm or improve night-time surveillance. Methods for counteracting theft would include better inventory control, tighter supervision of areas where there is potential loss, or a program on morality and ethics. Differentiating such incidents can help identify effective countermeasures.

Listed below are the major crime categories likely to be governed by district-wide policies and procedures. These are also the major categories for filing incident reports on school crime. (Definitions for several of these crime categories were given in Section IV above.)

Alcohol	Robbery
Arson	Sex Offense
Assault	Theft
Bomb Incident	Trespassing
Burglary	Vandalism
Disorderly Conduct	Vehicle Complaints
Drug Offense	Weapons
Extortion	Miscellaneous Complaint

A similar breakdown of non-criminal behavior can lead to effective interventions directed toward specific groups of students, time periods, or areas within the school. The list might include major categories such as:

cheating	loitering
class cutting	smoking
disruption	tardiness
fighting	other
insubordination	

In order to gather more detailed information about offenses committed in schools, subcategories can be developed for each of the major categories listed above. Such subcategories can help school administrators analyze the nature and seriousness of each act before deciding how to respond to it. For example, a theft of a $5 pair of gym shorts would probably be handled differently from the theft of a $250 cassette player, even though both items might have belonged to students of the same age, sex, and race. Ranking the seriousness of acts can help school officials set priorities and formulate decisions as to preventive measures.

For the purposes of the incident reporting program, most districts have assigned numbers to general categories of offenses and more specific subcategories, as illustrated in Exhibit 5-1. One advantage to coding offenses is that a short code can convey a great deal of information.

For example, "5/2/3" means a burglary (5) attempt (2) resulting in property damage of less than $100 (3). Similarly, "45/2/2" would indicate student insubordination in the lunch room directed at an administrator. Individual schools or districts would want to tailor the subcategory terms to their unique situations. Appendix E lists one set of categories and subcategories that have been found useful for recording criminal incidents. In this example, subcategory 2 levels for criminal acts have been tailored to concur with one state's statutes concerning felony and misdemeanor offenses. School officials might want to select cutoffs that reflect their own state's laws.

Exhibit 5-1

SUBCATEGORIES FOR MAJOR CRIME GROUPS

	Incident	Subcategory 1	Subcategory 2
5.	Burglary	1. actual	1. property theft < $100
		2. attempted	2. property theft > $100
			3. property damage < $100
			4. property damage > $100
45.	Insubordination	1. classroom complaint	1. towards teacher
		2. lunchroom complaint	2. towards administrator
		3. main office complaint	3. towards other school staff
		4. other complaint	

Developing Forms and Files to Record Criminal and Non-Criminal Incidents. The form provided below in Exhibit 5-2 is a sample Incident Report Form that could be used by a school administrator to record disruptive acts. It has been designed specifically to record the range of information that is required when creating "incident profiles," and addresses the following questions:

- What happened?
- Who were the victims and offenders?
- When did it happen?
- What was done about it?

The form requires only basic information, and does not involve much time or trouble to fill out. The incident report can be completed in conjunction with the normal processing of students referred to the central office for violations of laws or selected school rules. Circumstances may occasionally arise that require additional information. For example, an assault or a vandalism may involve more than one offender. By keeping the basic form simple and adding such information when necessary, the reporting burden can be kept to a minimum.

Most of the entries require no explanation. "Group affiliation" refers to the social cliques in the school. They may be given local names such as jocks, greasers, surfers and so forth. As these differ from school to school, administrators should develop their own lists. Another social group in the school may be a "gang." If so, the name of the gang would be written on the appropriate lines.

Dividing a school into a number of "zones" can also help school officials identify specific areas inside and immediately adjacent to the school where problems occur. One way to zone a school is to make each area (such as a corridor, the cafeteria, the boys' locker room, or auditorium) a separate zone. It is also useful to zone exterior areas, such as those where cars are parked or where student activities are likely to occur. An example of a zoned campus is provided in Exhibit 5-3. By assigning each area a zone number, the incident location can be recorded quickly, and tallies can be readily made by zone.

Exhibit 5-2

INCIDENT REPORT FORM

032752

School No. _____

Police No. _____

Security No. _____

Incident _____ Sub-1 _____ Sub-2 _____

Date _____ Day _____ Period _____ Zone _____

What happened? _____

Offender/Victim	Sex	Grade	Race	Group Affiliation	School No.

Offender's parents' reaction: _____

Victim's parents' reaction: _____

Administrative action: _____

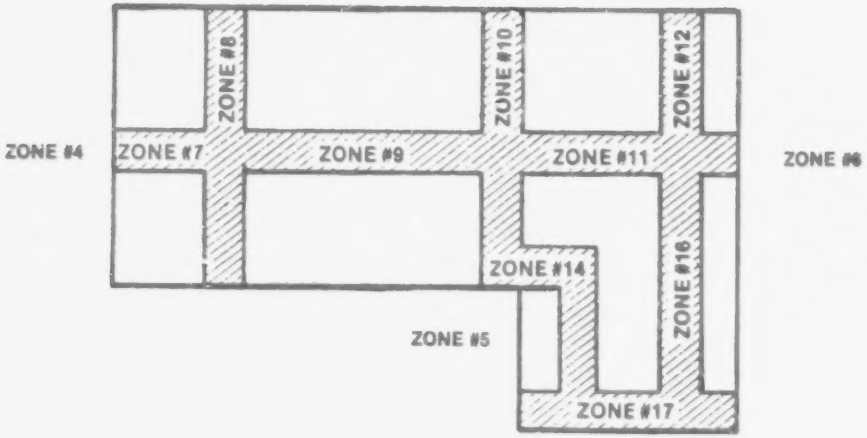
Police/security action: _____

©NATIONAL ALLIANCE FOR SAFE SCHOOLS, AUSTIN, TEXAS 1983.

Initials _____

Exhibit 5-3

Example Showing Zoning in Part of a School



At the end of each day, all completed incident reports should be filed in a central location, preferably by major category of crime or misbehavior. Although patterns of disruption will begin to emerge after recording only a few incidents, clarity and precision will develop as numerous acts are recorded. Thus, depending on the frequency of incidents in the school, it might be useful to review and analyze the reports only after several weeks have passed and many incidents have been collected in several offense categories. Regular review of the incident reports on a weekly or monthly basis can also determine whether any victim or offender patterns are changing, and whether the corrective measures adopted have had their intended effects.

Some districts will enter the incident report form directly on the computer, allowing weekly reports by category, zone and time. The three demonstration districts all adopted a computerized system. Other schools can complete and file the form manually. The system is designed to be compatible with current filing procedures in most school offices.

Analyzing the Incident Reports. The incident report forms by themselves provide little helpful information. The data on the forms must be aggregated, either manually or by computer, in order to understand the patterns of incidents occurring in the school. While there are many different ways to examine the data collected, only three will be highlighted here in order of increasing detail.

The first chart enables school administrators to see clearly the days of the week on which types of misbehaviors are occurring. Once filled out, this chart (Exhibit 5-4: Security Incident Summaries) allows educators to pinpoint frequently occurring offenses that warrant further analysis. Exhibit 5-5 provides the same view, but enables educators to clearly see shifts in misbehaviors from one month to the next. It can help track a school's success in reducing specific types of unwanted student conduct.

To complete the first chart manually, school personnel simply review all completed incident reports, beginning with the first crime category, and tally the day of the week on which each subcategory-1 offense took place. Exhibit 5-6 presents an abbreviated sample form which has been completed. As can be seen, the incidence of crime in the school significantly increases toward the end of the week, with Friday

Exhibit 5-4

SECURITY INCIDENT SUMMARIES

Frequency of Incidents According to Day of Week

INCIDENT	SUBCATEGORY 1	MON	TUES	WED	THURS	FRI	WKND	TTL
ALCOHOL	use							
	possession							
	sale/distribution							
	intoxication							
ARSON	actual							
	attempted							
ASSAULT	against student							
	against teacher							
	against admin.							
	against secty off.							
BOMBS	threat							
	device found							
	explosion							
BURGLARY	actual							
	attempted							
DISORDERLY CONDUCT	involving student							
	involving outsider							
DRUGS	use							
	possession							
	sale/distribution							
	overdose							
	found							
	suspicion							
EXTORTION	actual							
	attempted							
ROBBERY	actual							
	attempted							
SEX OFFENSES	actual							
	attempted							
THEFT	school property							
	private property							
	inventory loss							
TRESPASSING	suspended student							
	outsider							
VANDALISM	school property							
	private property							
VEHICLES	student's vehicle							
	staff's vehicle							
	other							
WEAPONS	gun							
	club							
	knife							
	other							
MISCELLANEOUS	kidnapping							
	gambling							
	forgery							
	firecrackers							
	other							
class cutting								
cheating								
disruption								
fighting								
insubordination								
loitering								
smoking								
tardiness								
TOTALS								

NOTE: Fear-inducing crimes are printed in **BOLD**. School Number_____

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Exhibit 5-5

SECURITY INCIDENT SUMMARIES

Frequency of Incidents According to Month of the Year

INCIDENT	SUBCATEGORY)	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	TTL
ALCOHOL	use								
	possession								
	sale/distribution								
	intoxication								
ARSON	actual								
	attempted								
ASSAULT	against student								
	against teacher								
	against admin.								
	against security off.								
BOMBS	threat								
	device found								
	explosion								
BURGLARY	actual								
	attempted								
DISORDERLY CONDUCT	involving student								
	involving outsider								
DRUGS	use								
	possession								
	sale/distribution								
	overdose								
	found								
	suspicion								
EXTORTION	actual								
	attempted								
ROBBERY	actual								
	attempted								
SEX OFFENSES	actual								
	attempted								
THEFT	school property								
	private property								
	inventory loss								
TRESPASSING	suspended student								
	outsider								
VANDALISM	school property								
	private property								
VEHICLES	student's vehicle								
	staff's vehicle								
	other								
WEAPONS	gun								
	club								
	knife								
	other								
MISCELLANEOUS	kidnapping								
	gambling								
	forgery								
	firecrackers								
	other								
class cutting									
cheating									
disruption									
fighting									
insubordination									
loitering									
smoking									
tardiness									
TOTALS									

NOTE: Fear-inducing crimes are printed in BOLD. School Number_____

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Exhibit 5-6

EXAMPLE OF COMPLETED (abbreviated) SECURITY INCIDENT SUMMARIES

(Filled out with examples of incident distributions.)*

Frequency of Incidents According to Day of Week

INCIDENT	SUBCATEGORY 1	MON.	TUES	WED	THURS	FRI	TOTAL
ALCOHOL	use		/	/	///	//// /	11
	possession			//	////	//// /	12
	sale/distribution			/	//	////	7
	intoxication		/	/	//	////	8
ASSAULT	against student		/	//	//	///	8
	against teacher					/	/
	against admin.					/	/
	against secty off.						
DRUGS	use		/	//	////	////	11
	possession			//	///	//// /	11
	sale/distribution				//	//	4
	overdose			/	/		2
	found		/			/	2
	suspicion			/	/	/	3
EXTORTION	actual				/	/	2
	attempted			/		/	2
LARCENY/THEFT	school property	///		/	/	//	7
	private property		/	///	////	///	11
	inventory loss	//// /	/		/	///	11
ROBBERY	actual		/		/	/	3
	attempted				/	/	2
TRESPASSING	suspended student				///	////	7
	outsider			//	///	///	8
TOTALS		9	8	25	39	54	134

*NOTE: This sample form might represent a semester of incidents.

being a particularly active day. Alcohol and drug possession and use both increase. Trespassing and threats of assault, both indicators of extortion and drug trafficking, also pick up later in the week. In all, the chart displays a fearful school environment in which the quality of education must be adversely affected.

Monthly totals are recorded simply by adding the weekly totals for each month. Once data have been recorded for a number of months, changes in the frequency of specific acts should become apparent. The success or failure of particular intervention strategies will thus be easily monitored throughout the planning-implementing-evaluating cycle.

The second chart provides a more detailed analysis of the data on the incident report forms. In this analysis, conducted on an Incident Profile Worksheet (Exhibit 5-7), the PERIOD, ZONE, AND DAY that offenses take place are displayed. These results are used primarily to assign personnel to watch in certain zones of the school during certain periods. To begin this analysis, school personnel must gather all the completed reports for a single incident category (for example, theft). They then cross-reference the PERIOD of each occurrence by zone and day of the week. If three offenses occurred during first period and one during fourth period, for example, they would record (1,1,1,4) in the appropriate zone/day box.

A sample chart appears in Exhibit 5-8. (Note: L = lunch.) Simple observation of the completed chart will show the periods, zones, and days of greatest activity for each type of crime for which a chart is constructed. Exhibit 5-8 suggests that the areas and times needing attention are as follows:

ZONE	DAY	PERIOD
2	Friday	lunch
3	T,F	1, lunch
4	Wednesday	6
5	T,W,Th	5,6
6	T,F	1
6	W,F	4

Exhibit 5-7

INCIDENT PROFILE WORKSHEET

Frequency Of Incidents By Day, Period, and Zone

Primary Offense:_____ Reporting Period_____

Directions:

1. Separate charts must be filled out with data for separate types of crimes. That is, one chart for your assaults, another for your thefts.
2. Write the number of the period each incident occurred in the box that corresponds to the day of the week and the zone where it happened.

Zones	DAY OF WEEK						Total
	Mon.	Tues.	Wed.	Thurs.	Fri.	Weekend	
1.							
2.							
3.							
4.							
5.							
6.							
7.							
8.							
9.							
10.							
11.							
12.							
13.							
14.							
15.							
16.							
17.							
18.							
19.							
20.							
Total							
%							100%

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Exhibit 5-8

EXAMPLE OF COMPLETED SECOND DATA ANALYSIS FORM:

Incident: THEFT Reporting Period: 4/1/83 to 5/1/83

	DAYS OF THE WEEK					
ZONES	Mon.	Tues.	Wed.	Thurs.	Fri.	TOTAL
1. First floor (front/south)			1	4		2
2. First floor (left/west)	1	5			4,L,L	5
3. First floor (rear/north)	4,1	1,1,1 L,L	6	4,5,6	1,1, L,6	15
4. Boys' gym	1		2,3, 6,6	2,5	6	8
5. Girls' gym	4	5,6	5,6	4,6		7
6. First floor (right/east)	3,3	1,1,4	4,4	1,4	1,1, 4,4	13
7. Outside, front				L		1
8. Outside, parking		6	4	1.2	1,4	6
9. etc.						
TOTAL	7	12	11	13	14	57
PERCENTAGES	12	22	19	22	25	100

Note: the zones used in this example are hypothetical.

With this information, school principals would be able to make changes in personnel monitoring assignments and observe--through successive analyses--the effects of those changes on the incidence for each crime category in each zone.

The third chart is by far the most detailed, and probably the most valuable for preventive planning. It is recommended for charting incidents of interpersonal violence, not for property offenses. This chart (Exhibit 5-9: Victim and Offender Data Sheet) examines eight variables on one page. Only one subcategory of crime is analyzed on each chart. The information obtained reveals whether victims and offenders are of the same "subgroup" or whether there is cross-group victimization, a sure sign of friction and stress within a school.

In the example provided, Exhibit 5-10, the victimization pattern suggests that white "kickers" (those who wear cowboy boots, chew tobacco, drive pickup trucks, etc.) who are mostly 11th graders are victimizing white "heads" (those who use drugs) who are mostly 10th graders. Once such victimization is indicated, similar worksheets might be filled out for other crimes that might be allied: vandalism of personal property, theft of personal property, robbery, and fights (assuming that incident reports are kept on the non-criminal category). Once the range of offenses in which the "kickers" are victimizing the "heads" has been determined, intervention strategies can be developed, often with the help of the leadership of one group or the other.

Organizing an Action Team

Teachers, students, parents, and community members clearly have a stake in the formulation and implementation of a school's disciplinary policy. Teachers and students are affected directly, since the school administration's approach to discipline influences the quality of life on campus. Events in the school can also have far-reaching impacts in the home and community. Unruly, unsupervised youth can wreak havoc in the neighborhood, inducing fear and victimizing residents and businesses.

Furthermore, school administrators cannot hope to carry out an effective disciplinary policy without the support of the staff, students and their parents, and the community-at-large. One way of building such support is to involve people in the school's efforts to maintain discipline through the creation of school teams.

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Exhibit 5-9

VICTIM AND OFFENDER DATA SHEET

(Race/Subgroup, Sex, Grade, Victim and Offender Variables)

Incident: _____ Subcategory 1: _____

FIRST PART: VICTIMS ONLY

	GROUP AFFILIATIONS								RACE*							
	KICKERS		HEADS		JOCKS		OTHERS		White		Black		Brown		Other	
Grade	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
9																
10																
11																
12																

SECOND PART: OFFENDERS ONLY

	GROUP AFFILIATIONS								RACE*							
	KICKERS		HEADS		JOCKS		OTHERS		White		Black		Brown		Other	
Grade	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
9																
10																
11																
12																

*Notes: A) "Group Affiliation" terms differ throughout the country. These have been provided for illustrative purposes only. Frequently, social stress in schools is between such subgroups rather than between racial factions.

B) "Race" groupings, like group affiliation titles, change somewhat from one community to another. These titles must reflect local realities.

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Exhibit 5-10

EXAMPLE OF COMPLETED VICTIM AND OFFENDER DATA SHEET*

(Race/Subgroup, Sex, Grade, Victim and Offender Variables)

Incident: Assault Subcategory-1: against students

FIRST PART: VICTIMS ONLY

	GROUP AFFILIATIONS								RACE*							
	Kickers		Heads		Jocks		Other		White		Black		Brown		Other	
Grade	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
9																
10			0	1					0	1						
11			1						1							
12																

SECOND PART: OFFENDERS ONLY

	GROUP AFFILIATIONS								RACE*							
	Kickers		Heads		Jocks		Other		White		Black		Brown		Other	
Grade	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
9																
10	2								1							
11	0								0							
12	1								1							

*Note: Please assume that these reports are for one school for two months. Remember: these forms can only be filled out for one crime category and one subcategory at a time.

The use of school teams to reduce crime and misbehavior in the schools is not a new concept. In the mid-70s, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) made funds available to the Alcohol and Drug Abuse Education Program (ADAEP) in the then Office of Education to develop a program for the reduction of school crime. ADAEP had been working for several years to reduce problems of alcohol and drug abuse in the schools using its School Team Approach. Under an interagency agreement, OJJDP sponsored a test of the School Team Approach as a means of dealing with the broader problem of school crime. Initially, ADAEP trained teams in 81 schools serving grades 5 through 12. Subsequently, an additional 210 teams were trained. Over the three years of the study, 35,000 students and 7,000 teachers were asked to report on the extent of student and teacher victimization, classroom disruption, school safety, and student and teacher fear. The evaluators of the School Team Approach concluded:

> Effective teams can reduce the extent of crime in their schools. The longer the time teams work effectively, the greater the reduction in crime.[1]

Action teams were assembled in each of the 44 schools participating in the NIJ/OERI demonstration project. Typical team members were principals, assistant principals, teachers, counselors, custodians, parents, and students. While law enforcement agencies, the courts, and social service agencies were represented primarily on district-wide coordination teams, in some cases they were also included on the school team. The action teams were charged with analyzing school needs, setting priorities, selecting and implementing intervention strategies, and monitoring outcomes.

Team involvement spanned the full range of possibilities. Some teams were full participants in the planning process. Team members not only contributed their observations and ideas, but also shared decision-making authority. Other teams served in an advisory capacity only--the principal, assistant principals and counselors comprised the functional team, drawing upon the other members occasionally for information or suggestions. And, in some schools, teams were assembled largely for ceremonial purposes.

Where the teams were active, they provided administrators with numerous benefits. Principals reported that the teams gave them interested listeners with whom to share their burdens. Principals and assistant principals felt less isolated when dealing with serious disciplinary issues. In addition, the teams often generated good ideas that might otherwise not have surfaced and provided assistance in carrying them out.

The examples below illustrate the various ways in which school teams may be used and their potential contribution to maintaining school discipline:

1. One school's "crime study" team was comprised of the principal, assistant principal, police liaison officer, a counselor, the building engineer and two parent and two student representatives. Using incident report data, the team identified fighting as a major problem and decided to make reducing fights its major goal. Once the goal was established by the team as a whole, each member played a role in developing and implementing a school action plan:

   - Counselors developed materials for student seminars to reduce fights. The seminar covered five main topics: why people fight, how to avoid fights, dealing with anger, practicing self-control, and handling emotions in a positive way.

   - The building engineer developed guidelines for custodians to follow in handling observed fights.

   - The police liaison officer provided information on the legal implications of fighting.

   - The parent representatives sent a letter to fellow parents informing them of the fight reduction program, and the existence of the school team, and inviting them to a parent information meeting.

- The students helped set the format for the student seminars.

- School administrators met with feeder schools to inform them of the seminars, which will be given to the sixth graders there, and are currently disseminating the seminar materials to other schools in the system.

2. Another school formed a student behavior counsel consisting of teachers, counselors, and assistant principals. The team focuses on six or seven serious behavior problems at each biweekly meeting. A major purpose of the meeting is to help differentiate chronic problems from unusual behavior and to develop appropriate remedial measures. Often, a student's acting out in an unusual manner is a sign of a home problem which can be addressed through short-term counseling. For chronic cases, the team may call upon the special education staff, the relevant child or family service agency, or the court for assistance. The team approach in this school establishes a framework for interagency cooperation at the building level. According to the principal, the outgrowth is more efficient and effective delivery of services to students.

3. Another demonstration school team consists of the principal, assistant principal, police liaison officer, counselor, four students and four parents. Instead of relying solely on incident data to assess school problems, the team conducted a school survey. Based on the results, the team established development of a positive school climate as the primary goal in the first year of the demonstration and reduction of smoking on campus as the goal for year two. In an effort to enlist parental support in maintaining school discipline, the school invites all parents to its biweekly team meetings. About 15 to 25 attend each session. They and other parents have volunteered to participate in a

neighborhood watch, initiated at the parents' suggestion. The objective of the watch is to monitor crime and other misbehavior which occurs on or near school grounds and to notify the appropriate authorities. The student representatives on the team have also been active. They have taped an anti-smoking campaign for students, to be aired over the public address system.

4. One school team noticed that students were frequenting a trailer parked adjacent to the school before, after, and sometimes during the school day. Without any legal recourse for evicting the trailer's tenants, the school team established a watch-report system to identify students who were cutting classes in order to visit the trailer. A coach and other administrators watched the trailer at appropriate times throughout the day. If a student was seen entering the trailer, his or her parents were notified. In a short time, the traffic to and from the trailer virtually ceased.

Participatory teams, like those described above, require significant effort on the part of both the school administration and participating members. Findings from the evaluation of ADAEP's School Team Approach suggest that the support provided to the team is a major factor in its functioning and continuance. The evaluators note:

> The greatest enemies to the continuance of teams are the withdrawal of support from the principal and the loss of team members through staff turnover, layoffs or school reorganization. What keeps teams going is the energy and dedication of team members, the support of the principal, and outside support for team activities.[2]

Beyond such support, there are no uniform guidelines for developing an effective school team. Its composition, the frequency of scheduled meetings and the agenda for action are all subject to local needs and conditions. Both ADAEP and NASS can offer training assistance, but, like the NIJ/OERI demonstration program, the School Team Approach is not a fixed intervention developed to respond to a single set of

problems. It is a means for mobilizing local school and community people to solve a variety of school-related problems while equipping them with the knowledge and skills to do so effectively.

Selecting and Implementing Intervention Strategies

The next step in developing an action plan is to determine priorities. Analysis of incident report data is obviously helpful in this regard, since it will reveal those crimes or disciplinary infractions that occur most frequently on school grounds. But the frequency data tell only one part of the story. They do not speak of the social or monetary costs associated with differing types of offenses. School administrators, with input from local action teams, must weigh these costs in deciding where to focus priorities. Thus, a school may elect to treat robbery and assault as priority offenses because of the fear they engender in staff and students, despite the fact that property theft may be a far more common occurrence.

In the demonstration districts, participating schools chose very different problems to address. In one of the districts--Anaheim, California--all principals were instructed to work on a particular problem, i.e., class cutting. Provided they did that, they could also work on other problems. The experiences of two schools illustrate the fact that corrective measures need not be difficult or costly:

1. In one junior high school, the target problem was tardiness. Examination of the incident reporting data showed that part of the problem was due to chronically late buses. Contacting the bus company led to immediately noticeable improvement.

2. In one high school, administrators discovered from the incident report data that the majority of students who were tardy during first period experienced delays in getting a readmittance slip due to long lines at the attendance window. School officials established and publicized a rule that anyone entering the line after 7:45 would be issued a detention, substantially reducing the scope of the problem.

School administrators in the other districts were given wide latitude in selecting target problems. Theft and drugs were the major criminal categories drawing attention. Discipline problems selected for school action ran the gamut from attendance to insubordination.

Incident reporting proved helpful in pinpointing times and locations for various incidents and suggesting remedial actions as shown in the following examples:

- One school in Rockford, Illinois had immediate results from a simple plan. Based on the incident report printouts, the team selected locker theft as its target. The charts showed that a high proportion of locker thefts occurred about the time school let out for the day. This led to the idea that more adult supervision at that time might be an effective strategy. The chief custodian then devised a plan to have half of his staff start their shifts in the afternoon rather than the evening and to reassign their work areas so that custodians would be present in the locker areas at the end of the school day. They were not to act as either police or sleuths, just to be present. After adopting the plan and monitoring results for several months with the incident profiling system, the team determined that it worked very well. It also reduced overtime pay.

- In one school in Jacksonville, Florida, a principal found through the incident reporting system that most of his locker thefts were occurring at lunch. He then worked with his action team to devise new lunch-time procedures. Now students cannot reach the locker areas during the lunch periods, and teachers are present during the times when students may go to the lockers.

- In Anaheim High School, a computer attendance system was installed to record class attendance. Teachers were asked to mark a sensitized card at the beginning of each class period to indicate attendance. Feeding these cards through a computer swiftly provides an accurate profile

of how many people cut which classes. After monitoring class cuts, the principal instituted a "lock-out" policy. Once class periods began, teachers closed and locked their classroom doors so that tardy students could not enter. Staff then "swept" the campus to find students out of class. Offenders were taken to a detention area where they spent the remainder of the class period writing essays about punctuality. At first, the assistant principals rounded up errant students. The assistant principals could not continue that practice for long, however, as it required too much of their time. Fortunately, the teachers felt they were receiving a sufficient benefit in being able to conduct their classes without interruption from the arrival of tardy students and they volunteered to "sweep" the campus at the beginning of each period and proctor the detention area.

The analysis of the characteristics of incidents should be used to check the validity of personal observations, but it should not stifle creative input from the local action team. In one demonstration school, for example, the principal gave the team substantial autonomy. The team used that grant of power to select vandalism for their action plan even though the principal preferred a different problem. During a brainstorming session to think of vandalism reduction strategies, one of the team members observed that the portion of the school beautifully painted with the colors and murals of student activities had never been defaced. From that realization came a plan to replace the battered main entrance doors with art work the students would select and create. To implement the plan, art classes were commissioned to propose several designs, and the entire student body was invited to select the winner. The art classes then did the necessary painting just before the school year ended. Even though he would not have thought of the plan on his own, the principal acknowledges its merits.

Of course, the range of possible strategies is very wide, as was discussed in Section IV. Once the problem has been identified and priorities established, school officials may want to seek assistance from

district administrators, law enforcement/ security professionals, or other experts in the field of school security in identifying and choosing remedies.

Monitoring and Corrective Action

A major advantage of the incident reporting system is that it can quickly reflect changes in the seriousness or kind of criminal incidents or other misbehaviors occurring in a school. This sort of analysis permits dynamic planning for school personnel at the same time that it helps school administrators decide whether certain intervention strategies are indeed working. In other words, it represents a management tool for analyzing disruptive and possibly criminal incidents taking place on school grounds, and helps administrators decide whether the selected responses are indeed appropriate.

FOOTNOTES

1. Grant, Joan and Frank J. Capeli, Reducing School Crime: A Report on the School Team Approach--Executive Summary (Washington, D.C.: U.S. Government Printing Office, August, 1983), p. v.

2. Ibid., p. 8.

APPENDIX A

ADDITIONAL RESOURCES

Dr. Robert J. Rubel
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National Alliance for
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APPENDIX B

LEGAL ISSUES

Application of Sanctions

Students cannot be suspended for asserting First Amendment rights of free speech, free press or association, unless school officials can prove that the exercise of these rights substantially disrupts the school environment. The courts also have prohibited school officials from punishing students for behavior committed off-campus, outside school hours, or when no school sponsorship is involved, unless they can prove that such behavior interferes with school operations. In Goss v. Lopez,[1] the U.S. Supreme Court also ruled that it was unconstitutional for school administrators to suspend students without notice and the opportunity for a hearing. The court held that schools may suspend a student for up to 10 days if:

1. The student receives oral or written notice of the charges;

2. Any student who denies the charges receives an explanation of the evidence on which they are based; and

3. School personnel conduct a hearing, even an informal one, and allow the student a chance to explain his or her case.

Search and Seizure

Most student acts likely to be prosecuted involve assault, theft, or the possession or sale of illicit drugs. In drug and theft cases, a student's person, desk, locker, or car frequently will be searched. Often, contraband is taken. Because the constitution's Fourth Amendment prohibits unreasonable search and seizure, school district policies on these points become pivotal.

From a prosecutor's perspective, mishandling of a search and seizure poses a serious difficulty. If the Fourth Amendment is applicable, and if it is violated in the course of preparing a case, the "exclusionary rule" may come into play. Under this rule, considered by the U.S. Supreme Court to be the only effective means of enforcing the Fourth Amendment, improperly seized evidence may not be introduced in subsequent criminal proceedings. Administrators must also be aware of the laws governing search and seizure, since they may be held liable for depriving a student of his or her rights under Section 1933 of Title 42 of the U.S. Code, as discussed in Section IV of this document.

In January, 1985 the United States Supreme Court at long last established guidelines for the search of public school students by public school officials.[2]

The case arose in New Jersey when a high school teacher discovered a 14-year-old student and her friend smoking in the school restroom in violation of a school rule. The teacher took the students to the principal's office. The assistant vice principal questioned the students, who denied that they had been smoking. The assistant vice principal demanded to see the purse of one of the students. In the purse he found a package of cigarettes as well as a package of cigarette papers commonly associated with the use of marijuana. A more thorough search of the purse revealed marijuana, a pipe, plastic bags, money, a listing of students who owed the student money, and two letters implicating her in marijuana dealing. The assistant vice principal turned the evidence over to law enforcement authorities. Ultimately, delinquency charges were initiated. At the hearing on the delinquency charges, the student sought to suppress the evidence obtained by the assistant vice principal on the grounds that it was an unconstitutional search.

The Supreme Court concluded that the Fourth Amendment applies to searches conducted by public school officials as well as to searches conducted by law enforcement officers. The court also held that the doctrine of in loco parentis (i.e., the school stands in place of the parent) did not justify the search since, in conducting the search of a student, a school official acts as a representative of the state, and not as a surrogate for the student's parents. The court also recognized that the students have reasonable expectations of privacy.

The Court then went on to observe that it is necessary to strike a balance between students' legitimate expectations of privacy and the school's need to maintain a suitable learning environment. The striking of this balance requires modification of the restrictions to which searches of citizens by public officials are ordinarily subject.

Specifically, the court held that teachers and school administrators do not have to obtain a warrant before searching a student under their authority. Also, school officials will not be held to the requirement, applicable to law enforcement officers, that a search be based on probable cause to believe that the subject of the search has violated the law or is violating the law. Instead, the search of a student must depend on the reasonableness, under all the circumstances, of the search.

In determining the reasonableness of the search, a determination must be made as to whether the search was justified at the time it was initiated, and whether it was reasonably related in its scope to the circumstances justifying the search. Ordinarily, the court said, the search of a student by a teacher or a school administrator will be justified at its inception when there are reasonable grounds for suspecting that the search will yield evidence that the student has violated or is violating either the law or school rules. The reasonableness of the scope of the search will depend on whether the scope of the search is reasonably related to the objectives of the search, and not unduly intrusive considering the student's age and sex, as well as the nature of the infraction.

The Court explicitly left for future determination two significant questions related to the search of students by public school officials. First, since the search in this case was found to be lawful, the question of whether the exclusionary rule would be applied to an illegal search was not reached. The Court said that its opinion "implies no particular

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resolution of the question."[3] Second, the opinion covers "only searches carried out by school authorities acting alone and on their own authority. This case does not present the question of the appropriate standard for assessing the legality of searches conducted in conjunction with or at the behest of the law enforcement agencies, and we express no opinion on that question."[4]

Nevertheless, the effect of this decision is to eliminate much of the peril associated with the search of students by school officials. It is now clear that:

- in order to justify a search under this new standard, there must be a reasonable basis for believing that a law or school rule has been violated by the student to be searched;
- the search can reasonably be expected to yield evidence of that violation; and
- the scope of the search is reasonably related to the seriousness of the offense and the likelihood of discovering relevant evidence.

What the Supreme Court has said is that a teacher or administrator exercising sound and reasonable judgment will be acting within the scope of the law.[5]

Custody of Seized Contraband

It is also necessary to keep track of seized contraband. If a search reveals contraband and the school is considering criminal prosecution, it is essential that school authorities maintain an unbroken "chain of custody." This means that every seized item must be clearly identified. Items must be stored in a secure location, accessible only to the person having custody of the evidence. As custody is transferred from one person to another, a log book (or receipts) must be kept. Records of transfer must be kept even if the evidence is released only temporarily to an individual. Any deviation from this procedure will permit the defendant to argue successfully that there is a reasonable doubt that the

contraband sought to be introduced in evidence is the same as that seized as a result of the search.

School personnel should not damage the seized property when marking it with an identification symbol. The initial of the person seizing the evidence is an acceptable mark. If it is impractical to mark the evidence itself, evidence should be placed in containers and be sealed so that they cannot be opened without breaking the seal. In addition, containers should be marked to show the initials of the person seizing the evidence as well as the date, time, and exact location of the seizure. For some kinds of contraband, it may be more appropriate to attach a tag for marking purposes. The tag should contain the same information that would be placed on the container.

Reasonable Supervision

Tort liability may fall on school personnel if improper supervision can be proven. Although schools are not the absolute insurers of the safety of students, they do have the obligation to provide reasonable supervision of students entrusted to their care. The elements of "reasonable supervision" are entirely a question of fact, to be determined in court on the basis of individual cases. For example, the duty to provide reasonable supervision may conceivably be violated by a physical education teacher who fails to pay attention, even for a matter of seconds, while a student is on a trampoline. In another example, it may not be unreasonable for a teacher briefly to leave the room while students are quietly being tested.

There is some question about a school's liability for damages to a student who is the victim of a crime perpetrated by another student. It is likely that the answer depends on whether the school has been put on notice that the criminal conduct may take place. As one court noted:

> (D)eliberate malicious assaults by students should not be required to be anticipated by school personnel in the absence of notice of prior misconduct of that nature or the likelihood thereof.[6]

A more difficult, and so far unresolved, question arises where a dangerous environment exists on the school campus and school authori-

ties and law enforcement officials do know of it. At least one state attorney general has argued--so far unsuccessfully--that under these circumstances, the school system has an obligation to remedy the situation.[7]

To minimize exposure to liability, school administrators should ensure that the following procedures are put into place:

- There is no time during the day when each student is not under the supervision of a staff member or otherwise strictly accounted for. In instances of prospective litigation, the courts always look at the area of supervision. Once in court, schools must prove that supervision was "reasonable and prudent."

- In states that require a credentialed teacher always to be in charge of students, appropriate assignments should be made to teachers and a record kept of each assignment.

FOOTNOTES

1. Goss v. Lopez, 419 U.S. 565 (1975).

2. New Jersey v. T.L.O., 105 S. Ct. 733 (1985).

3. Ibid., fn. 3.

4. Ibid., fn. 7.

5. For further treatment of technical issues concerning this topic, please see: The School Principal and the Law, edited by Ralph D. Stern (Topeka, Kansas: National Organization on Legal Problems of Education, 1980). For further treatment of the practical application of many of these points, please see: Rights and Responsibilities: Faculty Handbook of the Springfield, Illinois, Public Schools, (Springfield, Illinois: Springfield Board of Education, 1983).

6. Sly v. Board of Education of Kansas City, 516 P. 2d 895 (Kansas, 1973).

7. People ex rel. George Deukmejian, as Attorney General of the State of California. Filed in the Superior Court of the State of California, County of Los Angeles, April 29, 1980.

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APPENDIX C

LETTER OF AGREEMENT

WITH

THE DUVAL COUNTY SCHOOL BOARD
JACKSONVILLE SHERIFF'S OFFICE
STATE ATTORNEY'S OFFICE, FOURTH JUDICIAL CIRCUIT
DISTRICT IV OFFICE OF THE DEPARTMENT OF HEALTH & REHABILITATIVE SERVICES (HRS)

This letter of agreement is made by and between the Duval County School Board, Jacksonville Sheriff's Office, State Attorney's Office, Fourth Judicial Circuit, and the District IV Office of the Department of Health and Rehabilitative Services to take place in and be effective for the 1984-85 school year.

The parties, acting cooperatively, have, during the past year, developed and implemented a forum at the policy-making level among their organizations to communicate areas of concern, the resolution of which requires interagency support and resources. To date, each of the agencies is a grantee or subgrantee of a project, funded by the National Institute of Justice, each project requiring joint efforts to assist in preventing and controlling juvenile crime.

The projects are described below:

PROJECT	GRANTEE	PURPOSE
1. School Crime & Student Misbehavior	Duval County School Board	To provide schools with a safer learning environment by: (a) identifying school crime and student misbehavior (b) preventing and/or intervening when feasible (c) providing vigorous criminal law enforcement against school crime and (d) applying in a firm and fair manner school disciplinary rules

PROJECT	GRANTEE	PURPOSE
2. Serious Habitual Offenders/Drug Involved (SHO/DI)	Jacksonville Sheriff's Office	To identify serious habitual offenders who may also be involved with drugs, to effect an arrest when those offenders are subsequently involved in criminal activity, and to provide case enhancement in their prosecution
3. Serious Habitual and Violent/ Juvenile Offender Program (SHAV/JOP)	State Attorney's Office	To target those youths who exhibit a repetitive pattern of serious delinquent behavior for more intensive prosecutorial and correctional intervention toward the goal of reducing the number of offenses committed and increasing citizens' actual and perceived safety in the community
	Health & Rehabilitative Services (HRS)	To develop and initiate treatment programs specifically designed for habitual juvenile offenders and to develop intervention strategies for potential habitual offenders

Regular monthly meetings are held among personnel from these agencies, including the Circuit Court Judges Juvenile Division. Agency networking at its policy-making and highest level seems assured, effective, and on-going.

The success of the interagency relationship at the policy-making level has been replicated at the middle-management level by the establishment of a working committee. That group is working specifically on the resolution of difficult cases and the development of operational procedures related to interagency relationships.

The purpose of this letter of agreement is to commit the undersigned persons and the agencies they represent to the development and implementation of a similar networking process at the operational level among all participating agencies. This process will involve the coordination and reduction of duplicated services, the promotion of effective communication, and assistance to the agencies in making timely and effective responses to the needs of citizens of Duval County. It is the intent of this agreement to facilitate replication of the cooperation and dialogue among these agencies at individual schools which is already shared and enjoyed at the policy-making

level. Each school would operate as a microcosm of the larger policy-making model, and would have its agency network, consisting of the building principal, a representative of the Sheriff's office, HRS supervisors of major service areas, and a contact person in the State Attorney's Office, Juvenile Division. These persons would facilitate communication and coordination of services at the school building level. It is at this "front-line" operational level that interagency procedures would be developed to address specific concerns. We pledge mutual support by providing guidelines to these groups in the accomplishment of the goals stated above and anticipate persons at the operational level developing their own procedures for solving specific problems.

We additionally agree and commit to identifying services available from our respective agencies; to specifying key personnel to serve as interagency contact persons and resource persons in specific problem areas; to sharing data where permissible; and to maintaining an on-going communications network, allowing for more efficient, effective intervention in community problems related to juveniles.

In summary, as the chief executive officers of our respective agencies, we agree and commit to reducing school and community criminal activity through continuing effective dialogue among our agencies, sharing information, investigating data integration potential, and, developing a school-based network model for dissemination purposes.

Herb A. Sang, Superintendent
Duval County School Board

Dale Carson, Sheriff
City of Jacksonville

Ed Austin, State Attorney
Fourth Judicial Circuit

Lucy D. Hadi, District Administrator
State of Florida
Department of Health & Rehabilitative Services

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APPENDIX D

MODEL STATEMENT OF POLICY

It shall be the policy of the _____ School District that a reasonably cooperative effort be maintained between the school administration and law enforcement agencies. Law enforcement officials may be summoned in order to conduct an investigation of alleged criminal conduct on the school premises or during a school-sponsored activity or to maintain the educational environment. They may also be summoned for the purpose of maintaining or restoring order when the presence of such officers is necessary to prevent injury to persons or property. Administrators have the responsibility and the authority to determine when the assistance of law enforcement officers is necessary within their respective jurisdictions. The School District's administrators shall at all times act in a manner which protects and guarantees the rights of students and parents.

MODEL STATEMENT OF RULES

I INVESTIGATION CONDUCTED IN THE EDUCATIONAL ENVIRONMENT

A) Initiated by School Administrators

1. Conducted by Administrators

Principals shall have the authority and duty to conduct investigations and to question students pertaining to

infractions of school rules, whether or not the alleged conduct is a violation of criminal law. Such investigations shall be conducted in a manner which does not unduly interfere with school activities.

Comment: Each school district should determine which specific administrators are to be assigned various responsibilities.

2. Conducted by Law Enforcement Officers

a. The principal shall determine when the necessity exists that law enforcement officers be contacted to conduct an investigation of alleged criminal behavior which jeopardizes the safety of school property or which interferes with the operation of the schools.

b. The principal may request that law enforcement officers conduct an investigation and question students who are potential witnesses of such alleged criminal behavior during school hours. A reasonable attempt shall be made to contact the student's parents, guardian or representative prior to questioning by law enforcement officers. Reasonable requests of the parents, guardian or representative shall be observed. Such contacts or attempted contacts with parents, guardian or representative shall be documented by the administrator involved. In the absence of a student's parents, guardian or representative during any questioning of such students, the principal or other designated certified school staff person shall be present. The principal or designee shall document what generally occurred during the interview.

Comment: A reasonable effort to contact the student's parents would normally include attempts to contact at home, at work, or at places frequented by the parent. Reasonable

requests of the parents would include requests to be present or to contact an attorney, if time and circumstances permit. This provision attempts to give guidance to the staff persons present during the investigation. Their primary function is to attempt to preserve the rights of students and parents without being an advocate.

c. If the investigation has centered on any particular student suspected of such alleged criminal activity, the procedure for taking students into custody by the police set forth in Section II shall be followed to the extent that they did not interfere with reasonable law enforcement procedures.

B) Initiated by Law Enforcement Officers

Although cooperation with law enforcement officers will be maintained, it should not normally be necessary for law enforcement officers to initiate and conduct any investigation and questioning on the school premises during school hours pertaining to criminal activities unrelated to the operation of the school. Only in demonstrated emergency situations, when law enforcement officers find it absolutely necessary, will they be voluntarily permitted to conduct such an investigation during school hours. These circumstances should ordinarily be limited to those in which delay might result in danger to any person, flight from the jurisdiction by a person reasonably suspected of a crime, or destruction of evidence.

In such cases, the officers shall be requested to obtain prior approval of the principal or other designated person before beginning such an investigation on school premises. The administrator shall document the circumstances of such investigations as soon as practicable. Alleged criminal behavior related to the school environment brought to the principal's attention by law enforcement officers shall be dealt with under the provisions of Section I.A.2.

C) Questioning of Students During Investigation

1. Violations of School Rules

In instances where school rules have allegedly been violated, the principal or designee may contact the suspected rule violator or potential witness to the infraction.

a. The suspect student should be advised orally or in writing of the nature of the alleged offense and of the evidence, if any, against the student. The student shall be informed that he has a right to remain silent, and that anything he does say could be used against him in a disciplinary proceeding.

Comment: **The provision of a "Miranda type" warning contained in the last sentence are not generally assumed to be required in an educational setting. However, other considerations, such as the desirability of demonstrating the school's humane treatment of students may suggest such treatment. When the investigation is completed, and it is determined that disciplinary action may be in order, due process requires that the student be allowed to present his or her version of the facts.**

b. In questioning a potential student witness to an alleged disciplinary infraction, care should be taken by the administrator to insure that there is a reasonable likelihood that the student was indeed a witness. School officials should not engage in detailed questioning of students at random without reasonable cause in hope of gathering information as to school misconduct. Probable witnesses should be told the nature of the alleged misconduct and the reason to believe that they were a witness. Such students

should be given the opportunity to give their consent before answering questions of school officials.

Comment: **Circumstances may arise where it would be advisable to have another adult present during questioning of students.**

2. Violations of Criminal Law

a. During an investigation of violation of school rules, it may come to the attention of the administrator that the investigated activity may also be a violation of criminal law. In proceeding with the investigation, the principal can attempt to ascertain whether there is sufficient justification to believe that a criminal offense was committed that warrants contacting law enforcement officials.

Comment: **Violations of some school rules are also violations of criminal law, and the discretionary judgment of the administrator involved is very important. It is not likely that law enforcement officials would be interested in bringing assault and battery charges against two students involved in a fight; however, sale or possession of drugs would most assuredly be of interest to them.**

b. Where a suspected violation of criminal law has occurred on the school grounds, involving the operation of the school, or during a school-sponsored activity, law enforcement officials may be notified and their presence requested for the questioning of suspect students. Unless circumstances dictate otherwise, questioning of the student shall not begin or continue until the law enforcement officers arrive. Reasonable attempts shall be made to contact a student's parents, guardian or representative who, unless an emergency exists, shall be given

the opportunity to confer with the student and to be present with the student during such questioning. The administrator shall document the contact or attempted contact with the student's parents, guardian or representative. In the absence of parent and student consent, a student should not be questioned by law enforcement officers. The law enforcement officers may wish to advise the student of his legal rights. If the parent and the student consent to the questioning, the investigation can continue. If the parent or student refuse consent to the questioning, the law enforcement officers will determine the course of action to be pursued.

Comment: There is no clear legal requirement that school administrators must give "Miranda type" warnings to students suspected of criminal misconduct when such misconduct is also a violation of school rules. The case law on the subject indicate that such warnings are not required of school administrators investigating violations of school rules. But, an opposite result might occur when the administrator is investigating criminal conduct not related to school. Information of criminal conduct not related to the schools can be turned over to law enforcement officials, without additional investigation by school officials. Whether or not the law enforcement officers advise a student of his rights in that case is a matter which should be left to these officers.

II TAKING A STUDENT INTO CUSTODY

A) Students may not be released to law enforcement authorities voluntarily by school officials unless the student has been placed under arrest or unless the parent, guardian or representative and the student agree to the release. Administrators

shall make reasonable objections to law enforcement authorities who attempt to remove students from school without placing them under arrest or without the acquiesence of the parent, guardian or representative and the student. When students are removed from school for any reason by law enforcement authorities, every reasonable effort will be made to contact the student's parents, guardian or representative immediately. Such effort shall be documented. Whenever a student is removed from school without an arrest being made, or without acquiescence of the parent, guardian or representative and the student, the administrator shall immediately contact a superior of the law enforcement officers involved and make objection to the removal of the student. The superintendent's office shall be notified immediately of any removal of a student from school by law enforcement officers under any circumstances.

B) The principal shall make reasonable efforts to persuade law enforcement officers not to make arrests or take students into custody on school premises. Whenever the need arises to make arrests or take students into custody on school premises, the principal should make reasonable efforts to persuade the law enforcement officers to utilize a non-uniformed officer in making the arrest.

C) Where it is necessary to take a student into custody on school premises, and time permits, the law enforcement officer shall be requested to contact the school principal and relate the circumstances necessitating such action. When possible, the principal shall have the student summoned to the principal's office where the student may be taken into custody.

D) When an emergency exists, the school principal may summon law enforcement officials to the school to take a student into custody.

E) When a student has been taken into custody or arrested on school premises without prior notification to the principal, the school staff present shall encourage the law enforcement

officers to notify the principal of the circumstances as quickly as possible. In the event that the officers decline to notify the principal, the school staff members present shall immediately notify the principal.

F) If at all possible, parents, guardian or representative of the student shall be notified by the principal or other school administrator before the student is taken into custody by law enforcement officers, or as quickly thereafter as can be accomplished. The administrator shall document such notification or attempted notification.

III DISTURBANCE OF SCHOOL ENVIRONMENT

Law enforcement officers may be requested to assist in controlling disturbances of the school environment which the principal or other school administrator has found to be unmanageable by school personnel, and which has the potential of causing harm to students and other persons, or to property. Such potential of possible harm includes members of the general public who have exhibited undesirable or illegal conduct on school premises or at a school event held on school property and who have been requested to leave by an administrator, but have refused or failed to do so.

IV COORDINATION OF POLICIES BY ENFORCEMENT OFFICIALS

School administrators shall meet at least annually with local law enforcement officials to discuss the school district's policy and rules regarding law enforcement contacts with the school district. Law enforcement officials will be asked to instruct their staffs as to the terms of the school's policy and rules.

Comment: This provision is essential. While it is important that relations between law enforcement agencies and schools remain good, law enforcement officials must understand that school personnel are not their agents and that the school has a special

responsibility to the students and parents in the community. The cooperation of law officials in controlling actions of their subordinates is very important.

V SCHOOL STAFF MEMBERS SHALL BE APPRISED OF THE CONTENTS OF THESE PROVISIONS AT LEAST ANNUALLY

Final Comment: The Committee developing this model will be updating it as the need arises and would appreciate your comments and suggestions. This model does not address the question of police-school liaison officers.

Special appreciation is expressed to Larry G. Bartlett, administrative consultant, Iowa Department of Public Instruction for permitting distribution of the model policy and rules in the form of this Memorandum.

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APPENDIX E

MAJOR CRIME GROUPS AND SUBCATEGORIES

INCIDENT	SUBCATEGORY 1	SUBCATEGORY 2
1. ALCOHOL	1. use 2. possession 3. sale/distribution 4. intoxication	1. beer 2. wine 3. liquor 4. unknown
2. ARSON	1. actual 2. suspected 3. attempted	1. bldg damage <$100 2. bldg damage >$100 3. contents damage <$100 4. contents damage >$100 5. combined damage >$200
3. ASSAULT	1. against student 2. against teacher 3. against administrator 4. against secty. officer	1. no injury 2. injury: nurse 3. injury: doctor 4. injury: hospital 5. threats
4. BOMBS	1. threat 2. device found 3. explosion	1. no injury 2. personal injury 3. property damage 4. both (2) and (3)
5. BURGLARY	1. actual 2. attempted	1. property theft <$100 2. property theft >$100 3. property damage <$100 4. property damage >$100 5. combined loss <$100 6. combined loss >$100
6. DISORDERLY CONDUCT	1. involving student 2. involving outsider	none
7. DRUG OFFENSES	1. use 2. possession 3. sale/distribution 4. overdose 5. found 6. suspicion	1. marijuana 2. amphetamines 3. barbiturates 4. hallucinogens 5. other 6. unknown

APPENDIX E

MAJOR CRIME GROUPS AND SUBCATEGORIES

INCIDENT	SUBCATEGORY 1	SUBCATEGORY 2
8. EXTORTION	1. actual 2. attempted	1. value <$5 3. value >$5
9. ROBBERY	1. actual 2. attempted	1. value <$5: weapon used 2. value >$5: weapon used 3. value <$5: no weapon 4. value >$5: no weapon 5. weapon used, no value
10. SEX OFFENSES	1. actual 2. attempted	1. offensive touching 2. rape 3. sodomy 4. child molestation 5. indecent exposure 6. intercourse, no force 7. obscene phone call
11. THEFT	1. school property 2. private property 3. inventory loss	1. value <$50 2. value >$50
12. TRESPASSING	1. suspended student 2. outsider	1. committed other offense while on school property 2. no other offense
13. VANDALISM	1. school property 2. private property	1. value <$50 2. value >$50
14. VEHICLE COMPLAINT	1. student's vehicle 2. staff's vehicle 3. other	1. excessive speed 2. illegally parked 3. stolen 4. received
15. WEAPONS	1. gun 2. knife 3. club 4. other	1. used in committing a crime 2. not used in committing a crime
16. MISCELLANEOUS	1. kidnapping 2. gambling 3. forgery 4. firecrackers 5. other	none